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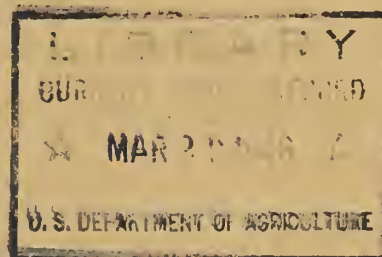
U. S. DEPARTMENT OF AGRICULTURE

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CONSTITUENT AGENCIES OF THE U. S. DEPARTMENT OF AGRICULTURE

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from original sources and material supplied by the agencies



(This and nine other mimeographed documents, all dealing with the origins, structure, functions, wartime activities, top officials, legal justifications, and scientific achievements of the Department of Agriculture, are available in limited quantity from the editors of the Department's house organ, USDA)

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PART 1EVOLUTION OF THE DEPARTMENT OF AGRICULTURE

The Department of Agriculture was an outgrowth of agricultural work at first carried on in the Patent Office without special authorization. In 1839, however, the Congress granted the Office authority to expend \$1,000 out of current income for agricultural purposes, in the main the collection and dissemination of agricultural statistics and of valuable plants and seeds.

The agricultural work of the Patent Office expanded rapidly and, when it went into the newly formed Department of the Interior in 1849, a man especially qualified in agricultural matters was employed to attend to it. The Department itself was created in response to an act of Congress signed by President Lincoln May 15, 1862. The new agency had bureau status and was headed by a Commissioner.

As a result of a bill passed by the 50th Congress, which became law February 13, 1889, the head of the Department was made a member of the President's Cabinet. Before that time the Bureau of Animal Industry had become part of the Department in 1884 as a result of legislation passed to control the diseases of animals, and the Office of Experiment Stations had been created in 1888 as a staff agency to aid in administering the Agricultural Experiment Stations Act of March 2, 1887.

An act of Congress passed October 1, 1890, provided for the transfer of the Weather Bureau, which had been part of the Army Signal Corps since February 4, 1870, to the Department on July 1, 1891. In 1901 various lines of work were consolidated into the Bureaus of Plant Industry, of Forestry, of Soils, and of Chemistry. The Bureau of Statistics was established in 1903, the Bureau of Entomology in 1904, the Bureau of Biological Survey in 1906, the States Relations Service in 1915, the Bureau of Markets in 1917, the Bureau of Public Roads in 1918, the Bureau of Agricultural Economics, the Bureau of Home Economics, and the Extension Service in 1923, and the Bureau of Dairying in 1924 (name changed to Bureau of Dairy Industry in 1926).

After 1933 many so-called "action agencies" were created in response to acts of Congress, most of which, except the Agricultural Adjustment Administration, were set up elsewhere than in the Department, though many later became part of it. Among these agencies were the Soil Conservation Service, Federal Surplus Commodities Corporation, Commodity Exchange Administration, Resettlement (later Farm Security) Administration, Commodity Credit Corporation, Farm Credit Administration, and Rural Electrification Administration.

During 1939 and 1940 certain agencies were transferred from the Department to other departments or agencies. These were the Bureau of Biological Survey which became part of the Fish and Wildlife Service of the Department of the Interior, the Weather Bureau, which went to the Department of Commerce, the Bureau of Public Roads which became part of the Federal Works Agency, and the Food and Drug Administration which went into the Federal Security Agency. During the same years certain other agencies entered the Department as is explained later herein.

During World War II the program agencies of the Department were divided into two administrative groups or units, one responsible to the Secretary of Agriculture and the other to the War Food Administrator. The same over-all staff agencies

served both groups of line agencies. The program agencies then under the Secretary's direction were: Agricultural Research Administration, Farm Credit Administration, Rural Electrification Administration, and Forest Service. Both the Secretary and the War Food Administrator were members of the War Production Board. The former was chairman and the latter the United States member of the Combined Food Board. The War Food Administrator was also a member of the War Mobilization Committee.

### War Food Administration

The War Food Administration was established by Executive Order 9322, March 26, 1943, as amended by Executive Order 9334, April 19, 1943. It was abolished and consolidated with the Department by Executive Order 9577, June 29, 1945, as of the close of business the following day. Consolidation and reorganization of the Department was announced by Secretary's Memorandum 1106, July 3, 1945.

The primary responsibility of the WFA was the national wartime food program. Specifically it:

Determined the direct and indirect military, other governmental, civilian, and foreign requirements for human and animal foods and for food used industrially; formulated and implemented a program to supply food adequate to meet the requirements, allocating the Nation's farm-production resources as needed; assigned priorities and allocated food for all uses mentioned above; insured the efficient and proper distribution of the available food supply; made recommendations to the chairman of the War Production Board covering the quantities and types of nonfood materials, supplies, and equipment required to carry out the program; jointly determined, with the chairman of the WPB, the division to be made whenever the available supply of any food proved insufficient to meet requirements; determined the need and amount of food available for civilian rationing, exercising priorities and allocation powers through OPA; collaborated as necessary with other agencies concerned with the foreign aspects of the food program; made recommendations to the proper agencies in the event of domestic transportation shortages; and had full responsibility for agricultural manpower.

WFA was initially called the Food Production and Distribution Administration, consolidating the former Food Production Administration (except Farm Credit Administration), Food Distribution Administration, Commodity Credit Corporation, and Extension Service. The name War Food Administration was adopted in Executive Order 9334, April 19, 1943.

As announced in Administrator's Memorandum 27, September 24, 1943, WFA consisted of: Food Production Administration; Food Distribution Administration, Commodity Credit Corporation, Extension Service, Office of Labor, Office of Materials and Facilities, Office of Transportation (a staff agency), and Office of War Board Services.

Administrator's Memorandum 27, Supplement 4, January 21, 1944, made minor changes in this set-up. Thereafter the Food Production Administration and the Food Distribution Administration became known as the Office of Production and the Office of Distribution, respectively. At the same time the Soil Conservation



Service, Agricultural Adjustment Agency, and Farm Security Administration became independent program agencies under the War Food Administrator, and an Office of Price was established in WFA.

Administrator's Memorandum 27, Revision 1, December 13, 1944, and Amendment 1 thereto, January 5, 1945, abolished the Office of Production and Office of Distribution, assigned the work of the former to the Agricultural Adjustment Agency and Soil Conservation Service, and made the Federal Crop Insurance Corporation, which had been reporting administratively to the Director of Production, an independent bureau of WFA. Service and regulatory functions of the Office of Distribution went in the main to a new Office of Marketing Services, its other functions being transferred to the Commodity Credit Corporation.

As a result, WFA was then comprised of the following staff and program agencies. Staff: Office of Price, Office of Surplus Property and Reconversion, Office of Transportation, Office of Water Utilization, and National War Boards. Program: Agricultural Adjustment Agency, Commodity Credit Corporation, Extension Service, Farm Security Administration, Federal Crop Insurance Corporation, Office of Labor, Office of Marketing Services, Office of Materials and Facilities, and Soil Conservation Service.

All service and staff agencies of the Department also constituted part of WFA. Except as the War Food Administrator expressly prescribed otherwise, the services of these agencies were utilized by WFA in the same manner and to the same extent as their services had hitherto been utilized by the Department.

#### Detailed Evolution of WFA

In more detail WFA was the result of a series of executive and administrative consolidations affecting, among others, all the following agencies of the Department: Extension Service, Commodity Credit Corporation, Farm Security Administration, Federal Surplus Commodities Corporation, Agricultural Adjustment Administration, Soil Conservation Service, Agricultural Marketing Administration, Sugar Division, Commodity Exchange Administration, Federal Crop Insurance Corporation, a portion of the Bureau of Animal Industry, certain portions of the Bureau of Agricultural Economics, and Office for Agricultural War Relations.

By Reorganization Plan I, the Commodity Credit Corporation was transferred to the Department July 1, 1939. The following year, pursuant to the President's Reorganization Plan III, the Division of Marketing and Marketing Agreements of the Agricultural Adjustment Administration and the Federal Surplus Commodities Corporation were consolidated into the Surplus Marketing Administration. The purpose of both these changes was to effect an integration of closely related activities and to make possible a more nearly unified policy and program for agricultural marketing.

A letter from the President, dated May 5, 1941, directed that there be established in the Department an Office for Agricultural Defense Relations, to bring into common focus the consideration of farmers' needs and problems as related to the defense program. This agency helped solve farmers' problems in obtaining equipment, supplies, labor, transport facilities, and storage space in order to expand production. On April 8, 1942, the Secretary requested permission from the Bureau of the Budget to change the name of this office; the President granted permission April 14, 1942, and it became the Office for Agricultural War Relations.

Following the establishment, in July 1941, of State and County War Boards for coordinating administration of Department programs in the field, the Agricultural Adjustment Administration, Soil Conservation Service, Federal Crop Insurance Corporation, and Sugar Division were consolidated into the Agricultural Conservation and Adjustment Administration, and the Agricultural Marketing Service (except for the Division of Agricultural Statistics), Commodity Exchange Administration, and Surplus Marketing Administration were consolidated into the Agricultural Marketing Administration. The purpose of this consolidation, which became effective shortly after December 7, 1941, was to adapt the organization of the Department to wartime demands.

On December 5, 1942, Executive Order 9280 effected further changes in the organization of the Department, to facilitate the effective discharge of the Secretary's enlarged responsibilities in connection with the national wartime food program. The Agricultural Conservation and Adjustment Administration (except the Sugar Agency), Farm Credit Administration, Farm Security Administration, part of the Office for Agricultural War Relations, and certain food production units of WPB were consolidated into the Food Production Administration. By this same order, the Agricultural Marketing Administration, Sugar Agency of the Agricultural Conservation and Adjustment Administration, part of the Office for Agricultural War Relations, some regulatory work of the Bureau of Animal Industry, and certain of the food distribution units of WPB were consolidated into the Food Distribution Administration. The Office for Agricultural War Relations thus essentially disappeared at this time.

By Executive Order 9322, March 26, 1943, as amended by Executive Order 9334 of April 19, 1943, the Food Production Administration (except Farm Credit Administration), Food Distribution Administration, Commodity Credit Corporation, and Extension Service (without change in its legal status or in the Federal-State cooperative nature of its work) were consolidated for wartime purposes into the WFA, which was under the direction and supervision of a War Food Administrator appointed by the President and directly responsible to him.

On May 10, 1943, WFA announced the creation therein of an Office of Materials and Facilities under a Deputy Administrator. A Director was appointed later. This Office consolidated work formerly carried on by the Materials Control Branch of the Office for Agricultural War Relations, Facilities Branch of the Food Distribution Administration, Production Supplies Program Branch, Farm Service and Supply Branch of the Food Production Administration, and Priorities Services Group of the Commodity Credit Corporation.

Establishment of a War Meat Board to facilitate the handling of the Nation's meat supply, was announced jointly by WFA and OPA on May 17, 1943.

On May 27, 1943, WFA announced the appointment of a Director of Transportation. His function was to act as the War Food Administrator's direct representative in coordinating the transportation work of WFA's constituent agencies. On December 1, 1943, the Office of Transportation became a staff office of WFA.

An Office of Labor was established in WFA June 23, 1943. It had full responsibility for carrying out all labor, manpower, and wage-stabilization programs hitherto implemented by various other agencies such as the Food Distribution Administration, Food Production Administration, and Farm Security Administration.



On August 14, 1943, pursuant to Administrator's Memorandum 2, Revised, Supplement 1, the Food Industries Labor Branch of the Food Distribution Administration was transferred to the Office of Labor.

On August 25, 1943, the National War Board of WFA was established by Administrator's Memorandum 11, Revised, Supplement 1, and the following day, pursuant to the same memorandum, creation of an Office of War Board Services under the supervision of a Director was announced. Pursuant to Administrator's Memorandum 11, May 27, 1943, the War Board Services Branch had already been transferred to the Office of the War Food Administrator from the Food Production Administration.

On October 29, 1943, the Combined Food Board, established June 9, 1943, by announcement from the White House, was reconstituted with the War Food Administrator as United States member, the Secretary of Agriculture as chairman, and Canada was invited to appoint a member in addition to the British member. This action was embodied in an Amendment to Executive Order 9334, which at the same time abolished the Food Advisory Committee and the Inter-Agency Allocations Committee, and established a Food Requirements and Allocations Committee to pass on all domestic and foreign claims for food from United States sources.

Reassignment of the functions of the State and County War Boards was made by Administrator's Memorandum 31, October 29, 1943. The Office of War Board Services was discontinued December 30, 1943, by Administrator's Memorandum 11, Revised, Supplement 2. The chairman of the National War Board undertook its functions. The Office of Price was established as a staff agency of WFA January 21, 1944.

On October 26, 1944, Administrator's Memorandum No. 27, Supplement 10, established the Office of Surplus Property and Reconversion as a staff agency of WFA to supervise and coordinate the functions of its other units in surplus-property disposal, reconversion, and contract settlement.

Administrator's Memorandum No. 27, Supplement 11, November 10, 1944, designated a Director of Water Utilization to exercise general supervision over and coordinate the functions and responsibilities of WFA agencies in the field of water development, use, and disposal, and to work closely with the Land Use Coordinator. The Office of Water Utilization became a staff agency.

Administrator's Memorandum No. 27, Revision 1, Supplement 4, March 21, 1945, announced the establishment within WFA of the Office of Investigatory Services, March 23, 1945. This Office administered the Commodity Exchange Act and also developed information and means to prevent speculation, profiteering, fraud, and violations of all phases of WFA food programs. It likewise performed certain other designated investigatory and accounting services.

Administrator's Memorandum No. 27, Revision 1, Amendment 6, March 30, 1945, transferred the water conservation and utilization programs, authorized by the Case-Wheeler Act of August 11, 1939, as amended, from Farm Security Administration to Soil Conservation Service. Amendment 7 to the same, April 11, 1945, transferred functions related to the allocation of food among claimant agencies from Commodity Credit Corporation to the Office of the Administrator wherein the staff Office of Requirements and Allocations was later established to attend this work. Supplement 5 to the same, June 5, 1945, established an Office of Home Food Supply to coordinate various agency activities affecting foodstuffs produced at home, or conserved from Victory Gardens and seasonal surpluses.

RECONSOLIDATION OF THE DEPARTMENT

Executive Order 9577, June 29, 1945, terminated the War Food Administration and transferred its personnel, property, and functions to the Department at the close of business June 30, 1945. It gave the Secretary of Agriculture power to reorganize and administer the WFA agencies as he deemed desirable.

Secretary's Memorandum 1106, July 3, 1945, announced this consolidation in detail, naming the staff and other agencies involved, and also named the Committee on Organization which would map out the Department's reorganization... Except for the change of name of the Beltsville Research Center to Agricultural Research Center, authorized by Secretary's Memorandum 681, Supplement 2, July 11, 1945, no further organizational announcements were made until the committee delivered its report.

Secretary's Memorandum 1118, August 18, 1945, announced a consolidation into a new Production and Marketing Administration of all the following agencies: Office of Basic Commodities, Office of Supply, Office of the President of the Commodity Credit Corporation, Offices of the Manager and of the Secretary of the Federal Crop Insurance Corporation, Office of Marketing Services, Agricultural Adjustment Agency, Office of Requirements and Allocations, Office of Price, Office of Transportation, Office of Materials and Facilities, Office of Labor, Office of Home Food Supply, Office of Investigatory Services, and Federal Surplus Commodities Corporation (in liquidation). At the same time the various staff agencies and branches comprising the new Administration were named and their functions defined. A preliminary organizational chart of PMA accompanied the Memorandum.

Secretary's Memorandum 1120, August 21, 1945, announced the abolition of the position of Land Use Coordinator and of the Office of Water Utilization, with consolidation of their personnel, property, and functions under the Assistant Secretary, who thereupon assumed responsibility for the coordination and general supervision of Department policies and activities relating to land and water resources.

Secretary's Memorandum 1118, Supplement 1, October 8, 1945, established the Federal Crop Insurance Corporation as a bureau within the Production and Marketing Administration. Secretary's Memorandum 1130, October 19, 1945, established a temporary Foreign Food Programs Branch in PMA, to which functions and employees transferred from the Foreign Economic Administration (abolished by Executive Order 9630, September 27, 1945, with transfer to the Department of its foreign food program functions) were assigned until they could be detailed to other organizational units of PMA or to the Reconstruction Finance Corporation.

Secretary's Memorandum 1132, October 26, 1945, established in each State and county a USDA Council to succeed the USDA War Boards. These consist of the heads of the State or county offices of constituent agencies of the Department, along with certain other designated officers, and their principal function is to help Department agencies coordinate their respective activities.

Secretary's Memorandum 1118, Supplement 3, November 16, 1945, abolished the Office of Price and established an Office of Program Policy Coordination. Secretary's Memorandum 1135, November 29, 1945, abolished the Office of Surplus Property and Reconversion, transferring its functions to PMA and the Assistant Secretary.



As of November 1, 1945, the Department consisted of the following agencies:

Staff agencies: Office of Budget and Finance, Office of Personnel, Office of the Solicitor, Office of Information, Bureau of Agricultural Economics, Office of Foreign Agricultural Relations, Office of Plant and Operations, Department Library. Since the WFA-USDA consolidation, the Director of Surplus Property and Reconversion has functioned as an assistant to the Secretary.

Research and program agencies: Agricultural Research Administration, Rural Electrification Administration, Forest Service, Farm Credit Administration, Production and Marketing Administration, Farm Security Administration, Extension Service, and Soil Conservation Service.

Details of the structure and functions of the various agencies constitute Part 2 of this document, Part 3 of which gives reference background material on agencies transferred from the Department, or which were abolished and their personnel, property, and functions transferred to other Department agencies.

## PART 2

### RESEARCH AND PROGRAM AGENCIES

#### Agricultural Research Administration

The Agricultural Research Administration was created during a major Department reorganization, announced December 13, 1941, to streamline it for the war effort. This reorganization was validated by Executive Order 9069, February 23, 1942, from which the establishment of this Administration dates.

In ARA were grouped seven of the Department's older scientific bureaus and agencies concerned with research and regulatory work, the four Regional Research Laboratories, and the nine Bankhead-Jones Laboratories. The Beltsville Research Center was also placed under the supervision of the Agricultural Research Administrator.

The names of the bureaus consolidated were: Bureau of Animal Industry, Office of Experiment Stations, Bureau of Agricultural Chemistry and Engineering, Bureau of Entomology and Plant Quarantine, Bureau of Home Economics, Bureau of Plant Industry, and Bureau of Dairy Industry.

However, in February 1943, certain transfers were made within the framework of ARA and the names of some of the bureaus were altered. Certain nutrition work was transferred from BACE to the Bureau of Home Economics, while the BACE agricultural engineering work and that on weed eradication and effluent contaminants went to BPI. The names of the bureaus concerned in these changes then became: Bureau of Agricultural and Industrial Chemistry, Bureau of Human Nutrition and Home Economics, and Bureau of Plant Industry, Soils, and Agricultural Engineering.

ARA directs and supervises most of the scientific research activities of the Department. It determines research objectives and plans, and it develops, coordinates, and directs research programs. (See Part 3 for reference material on agencies transferred from or consolidated with other agencies of the Department.)

## Bureau of Agricultural and Industrial Chemistry

The Bureau of Agricultural and Industrial Chemistry is a research organization engaged in investigations and experiments in the fields of chemistry, physics, and other physical sciences relating to agricultural products and to the development of new and wider industrial and food uses for agricultural products.

The Division of Chemistry was established August 21, 1862, by the appointment of Charles H. Wetherill as chemist. It became the Bureau of Chemistry on July 1, 1901. The Division of Agricultural Soils, established as a part of the Weather Bureau, February 15, 1894, became an independent office on July 1, 1895, and was rechristened the Division of Soils during the fiscal year 1897. It attained Bureau rank July 1, 1901. The Fixed Nitrogen Research Laboratory became a unit of the Department by transfer from the War Department, July 1, 1921, and was attached to the Bureau of Soils on July 1, 1926.

In the reorganization effective July 1, 1927, the regulatory work of the Bureau of Chemistry was transferred out of the Bureau and set up as a separate agency called the Food, Drug, and Insecticide Administration. The research work of the Bureau of Chemistry was combined with the Bureau of Soils and the Divisions of Soil Bacteriology and of Soil Fertility of the Bureau of Plant Industry to form the Bureau of Chemistry and Soils, comprising three units: Chemical and Technological Research, Soils Investigations, and Fertilizer Investigations. By a further reorganization, in September 1934, the Soil Microbiology (formerly Soil Bacteriology) and Soil Fertility Divisions were transferred to BPI.

The three-unit organization of the Bureau of Chemistry and Soils was abolished July 1, 1935, and during the same year the research work on insecticides was transferred to the Bureau of Entomology and Plant Quarantine, and the technological phases of the Fruit and Vegetable Utilization Investigations were transferred from the Bureau of Plant Industry to Chemistry and Soils. On April 1, 1935, Soil Erosion Investigations was transferred from the Bureau of Chemistry and Soils to the newly created Soil Erosion Service, which later became the Soil Conservation Service.

On June 21, 1931, the Industrial Farm Products Division of AIC announced the establishment of a Naval Stores Station at Olustee, Fla., where pilot-plant investigations on the processing of pine gum were undertaken. On July 1, 1935, the Naval Stores Section of the Industrial Farm Products Division became the Naval Stores Research Division, and the Color and Farm Wastes Division was abolished, most of its activities being incorporated in the Industrial Farm Products Research Division.

The Agricultural Byproducts Laboratory for pilot-plant experiments on the utilization of farm wastes was established in cooperation with Iowa State College at Ames in the summer of 1931. This work was merged with that of the Northern Regional Research Laboratory at Peoria, Ill., July 1, 1941. A year later the Industrial Utilization phases of the work at the Regional Soybean Laboratory, Urbana, Ill., were similarly transferred.



On October 1, 1938, the chemical research of the Bureau of Chemistry and Soils and the agricultural engineering work of the Bureau of Agricultural Engineering were merged into a new agency named the Bureau of Agricultural Chemistry and Engineering.

This reorganization involved the transfer, in October 1938, of the Soil Survey Division, Soil Chemistry and Physics Research Division, and the unit conducting research relative to plant mineral constituents derived from soils, from the Bureau of Chemistry and Soils to the Bureau of Plant Industry. That part of the work of the Divisions of Irrigation and of Drainage in the Bureau of Agricultural Engineering which related to investigations, experiments, and demonstrations in connection with crop production on irrigable lands, quality of irrigation water and its use by crops, and methods for improving and maintaining the productivity of irrigated soils, was also transferred to BPI. The remaining work of these divisions, which related to investigations, experiments, and demonstrations in connection with the construction and hydrologic phases of farm irrigation and land drainage, was transferred to the Soil Conservation Service.

At the time of its creation the new Bureau of Agricultural Chemistry and Engineering was made responsible, under the general supervision of the Director of Research, for the administration and operation of the four Regional Research Laboratories which were authorized by Congress in the Agricultural Adjustment Act of 1938 to search for new and wider industrial outlets and markets for farm products. These laboratories are located at Peoria, Ill., for the North; New Orleans, La., for the South; Philadelphia, Pa., for the East; and Albany, Calif., for the West. On July 1, 1940, the Fertilizer Research Division was transferred to the Bureau of Plant Industry and the Industrial Farm Products Research Division was abolished and most of its functions (except Soybean Investigations and Smelter Fume Investigations) were taken over by the Regional Laboratories.

On December 13, 1941, seven of the Department's research bureaus, including the Bureau of Agricultural Chemistry and Engineering, were grouped together into the Agricultural Research Administration. Following this consolidation, BACE was further divided. On February 13, 1943, the agricultural engineering work, investigations on chemical weed eradication, and plant damage by industrial effluents were transferred to the Bureau of Plant Industry, which added Soils and Agricultural Engineering to its name.

At the same time the Protein and Nutrition Research Division was combined with the Bureau of Home Economics to form the Bureau of Human Nutrition and Home Economics. The new name given to the former Bureau of Agricultural Chemistry and Engineering was Bureau of Agricultural and Industrial Chemistry. This Bureau was charged with the operation of the four Regional Research Laboratories, already becoming famous for work on the industrial utilization of farm crops in connection with the war, in addition to four chemical research units in Washington.

On March 17, 1943, the research units of AIC located in Washington, with the exception of Allergen Investigations started July 1, 1936, were moved to the Regional Research Laboratories. The Agricultural Chemical Research Division and the Naval Stores Research Division went to the Southern Laboratory; the Microbiology Section of the Agricultural Chemical Research Division to the Eastern Laboratory; the Hemicellulose Section of the same division to the Northern Laboratory; and the entire Enzyme Research Laboratory, which became a separate unit July 1, 1940, to the Western Laboratory.

The present Bureau organization consists of the administrative offices, the four regional research laboratories, and the following independent research divisions: Agricultural Chemical Research Division, Allergens Research Division, Biochemistry Research Division, Enzyme and Phytochemistry Research Division, Gunyule Investigations, Liquid Fuels, Microbiology Research Division, Naval Stores Research Division, and Pharmacological Research Division.

### Bureau of Animal Industry

The present functions of the Bureau of Animal Industry include research involving the cause, prevention, and treatment of diseases of domestic animals; experimental projects in breeding, feeding, and management, including studies of animal products; investigations on the existence, spread, control, and eradication of communicable diseases of animals; and the administration of certain livestock laws and regulations dealing with the foregoing subjects. BAI operates a considerable number of experiment and field stations and laboratories. It administers the Animal Quarantine Acts, Diseased Animal Transportation Acts, and Virus-Serum-Toxin Act.

BAI was established by act of Congress May 29, 1884, to prevent the spread of contagious diseases among cattle. This legislation followed previous public agitation and also recommendations, in 1869 and 1870, by Horace Capron, Commissioner of Agriculture, in his report to Congress. On March 3, 1905, Congress enacted the Animal Quarantine Act, which has been administered by the Bureau, to regulate the interstate movement of livestock. On June 30, 1906, Congress enacted the Meat Inspection Act which was likewise assigned to the Bureau for enforcement.

During the early formative period of the Bureau, various divisions, offices, and laboratories were established, usually by executive order. In April 1891, the Bureau was reorganized and its functions grouped into four divisions: Inspection Division; Division of Animal Pathology; Division of Field Investigations and Miscellaneous Work; and Division of Quarantine. Subsequently there were added a Dairy Division (1895); Animal Husbandry Division (1910); Meat Inspection Division (1912); Division of Hog Cholera Control (1913); Tick Eradication Division (1917); Tuberculosis Eradication Division (1917); Division of Virus-Serum Control (1920); and Packers and Stockyards Division (1927).

From time to time further changes have occurred, of which the following are of principal importance:

The Dairy Division was transferred, by Act of Congress, from the BAI on July 1, 1924, to become the Bureau of Dairying, later the Bureau of Dairy Industry. The Packers and Stockyards Division, formerly the Packers and Stockyards Administration in the Office of the Secretary of Agriculture, was added to BAI on July 1, 1927. It was transferred from BAI to the Agricultural Marketing Service on October 16, 1938, and the Interstate Inspection Division was created in the Bureau immediately thereafter to supervise functions not involved in the transfer.

The Biochemic Division was consolidated with the Pathological Division July 1, 1940. The Meat Inspection Division was transferred from BAI to the Food Distribution Administration, War Food Administration, February 1, 1943. The Division of Tick Eradication and Special Diseases was consolidated with the Interstate Inspection Division on September 1, 1943.



### Bureau of Dairy Industry

The Bureau of Dairy Industry conducts scientific research on the breeding, nutritive requirements, and management of dairy cattle; on the physiology of reproduction and milk secretion; on the manufacture of milk products and byproducts; and on the efficient operation of dairy manufacturing plants. It also collects and analyzes production records of dairy herds and utilizes this information for the promotion of herd improvement on a national scale.

A Dairy Division was organized in the Bureau of Animal Industry on July 1, 1895, with a chief, one assistant, and two clerks. Its purpose was to secure information of value to dairymen relating to "the condition of the industry, statistics of production and trade, markets, and improvement in the manner of producing and handling dairy products." It was also to establish close relations with the Nation's dairy industry.

Authorization for creation of this Division was contained in the Agricultural Appropriation Act of March 2, 1895, it being so phrased as to provide for the collection by the Secretary of Agriculture of "information concerning dairy products." This was probably in response to urgings by the BAI Chief in his annual report for the previous year that a dairy division be established.

Laboratory research began in the Division in 1902, with L. A. Rogers in charge and a cooperative arrangement with the Biochemic Division of BAI for use of its laboratories. The Division was called upon to enforce the Renovated (or process) Butter Act of May 9, 1902, and the later act of August 10, 1912.

On January 1, 1905, cooperative arrangements went into effect with State experiment stations for work to be carried on in their laboratories at Storrs, Conn., Madison, Wis., Columbia, Mo., and State College, Pa. In 1912 this cooperative work was discontinued except in Pennsylvania.

The Section of Market Milk Investigations was organized in the Division in 1905 and the Section of Dairy Manufacturing Investigations the following year. In 1910 the Dairy Division acquired a 190-acre farm at Beltsville, Md., for experimental purposes. The first work in breeding dairy cattle was started the following year. Later work in the nutrition of dairy cattle was undertaken at Beltsville.

The Dairy Division of the Bureau of Animal Industry became the Bureau of Dairying, by act of Congress, May 29, 1924. The designation Bureau of Dairying was changed to Bureau of Dairy Industry by act of Congress, May 11, 1926.

### Bureau of Entomology and Plant Quarantine

The Bureau of Entomology and Plant Quarantine carries on investigations on insects, gives advice on how to control or use them, cooperates with State and local agencies to control and prevent the spread of injurious insects and plant diseases, advises the Secretary of Agriculture on matters relating to plant quarantines, and is responsible for the enforcement of Federal plant quarantines and regulatory orders to prevent the introduction into or spread within the United States of injurious insect pests and plant diseases.

EPQ's research on insects includes studies on their classification, anatomy, physiology, habits, and responses under normal and artificial conditions. The investigations are conducted to develop information on how insects, which are injurious to agriculture, forestry, or animals, or which annoy or injure man or destroy his possessions, may be eliminated or controlled.

This involves research on chemicals or other substances that may be used to prevent, destroy, attract, repel, or mitigate the severity of attacks of insects which infest vegetation, attack or annoy animals, or may be present in households or any environment whatsoever, including the study of problems relating to the composition, action, and application of such materials and the development of methods for their manufacture and use. Investigations are made on diseases and natural enemies of insects to determine ways of utilizing those which aid in the control of injurious insect pests. Studies are made on the culture and use of honeybees and of beekeeping practices.

The information developed through research on how to control and utilize insects is made available to farmers and others through appropriate channels such as the press, special publications, and correspondence. The Bureau is the agency of the Government responsible for giving advice on the habits of insects and on their control. It furnishes advice to military and public health officials on the control of insect pests that attack or annoy man and serve as carriers of human diseases or are important because they destroy various commodities.

Under general and special authorization and in cooperation with Federal, State, and local agencies, the Bureau carries on operations to eradicate, suppress, or control incipient outbreaks of insect pests and plant diseases, including those which may have gained a more or less limited foothold within the United States. It cooperates with State and local agencies in combating insects or plant diseases occurring in emergency outbreaks which, unless controlled, would cause extreme losses over wide areas within their normal distribution. It cooperates with agencies of the Federal Government responsible for the management of lands under control of the United States in operations to combat insects and plant pests.

To prevent the entry or spread within the United States of injurious plant pests and diseases the Bureau enforces quarantines and restrictive orders, issued under authority provided in various acts of Congress, which prohibit or regulate the importation or interstate movement of injurious insects and of plants and plant products that may introduce or spread plant pests or diseases new to or not widely prevalent in the United States. To carry out this work it regulates and inspects the entry into the United States of railway cars and other vehicles, freight, express, and baggage from Mexico, and when necessary cleans or disinfects them. In compliance with plant quarantine regulations, it inspects at ports of entry plants and plant products that may be brought to the United States.

The Bureau inspects plants and plant products offered for export and certifies to shippers and interested parties such products in accordance with the sanitary requirements of the country to which they may be exported.

EPQ was created by organizational merger of various agencies of the Department. The merger was proposed by the Secretary of Agriculture in 1933 in the estimates of funds requested for the fiscal year 1935, and formally provided for in the Agricultural Department Appropriation Act of 1935, approved March 26, 1934. The units included in the merger were:



(1) The Bureau of Entomology had its beginning on June 14, 1854, with the appointment of an entomologist by the Patent Office. The entomological work of the Office was transferred to the Department of Agriculture upon its creation by Congress in 1862, and in 1863 was given divisional status. However, the Agricultural Appropriation Act approved June 19, 1872, was the first which made definite provision for a Division of Entomology. On July 1, 1904, the Division of Entomology was advanced to Bureau status pursuant to the Agricultural Appropriation Act approved April 23, 1904.

From its establishment this unit carried on research work on insects. It was also charged with the enforcement of the Insect Pest Act of March 3, 1905, and of the Honeybee Importation Act of August 31, 1922. It maintained control operations against certain introduced insect pests, notably the gypsy moth. After the enactment of the Plant Quarantine Act in 1912, it became responsible for the enforcement of certain domestic plant quarantines in cooperation with the Federal Horticultural Board as follows: Gypsy moth and browntail moth, from November 25, 1912; European corn borer, from October 1, 1918, and Japanese beetle, from June 1, 1919.

(2) The Federal Horticultural Board was established August 21, 1912, under authority contained in the Plant Quarantine Act of August 20, 1912. Though the quarantine provisions of section 7 of the Act, as applying to the white pine blister rust, potato wart, and the Mediterranean fruitfly became effective upon the passage of the Act, it did not become generally effective until October 1, 1912. Under its terms, the Board included two representatives from the Bureau of Entomology, two from the Bureau of Plant Industry, and one from the Forest Service. The Federal Horticultural Board continued as originally established until July 1, 1928, when its functions were transferred to the newly created Plant Quarantine and Control Administration and the Board's responsibilities became advisory in character.

This Advisory Board was abolished by the Agricultural Department Appropriation Act of 1934, approved March 3, 1933. Until July 1, 1928, the functions of the Federal Horticultural Board included responsibility for the enforcement of all plant quarantines, foreign and domestic, the enforcement of annually enacted legislation regulating the movement of vehicles from Mexico into the United States, and the certification of nursery stock to meet the sanitary requirements of foreign countries. It also carried on control operations against certain pests, such as the date scale, Mediterranean fruitfly in Hawaii, and pink bollworm, in addition to supervising the control work conducted by the Bureau of Entomology against insect pests subject to domestic plant quarantines, as referred to above, and activities associated with the enforcement of the domestic quarantines on account of white pine blister rust, phony peach disease, and black stem rust, which were conducted for it by the Bureau of Plant Industry in connection with the control work they carried out.

(3) On July 1, 1928, pursuant to the Agricultural Appropriation Act approved May 16, 1928, the Plant Quarantine and Control Administration superseded the Federal Horticultural Board and continued under that name until July 1, 1932, when it became known as the Bureau of Plant Quarantine, pursuant to the Agricultural Appropriation Act approved July 7, 1932. Congressional action creating the Plant Quarantine and Control Administration made provision for an Advisory Federal Plant Quarantine Board of five members, the Chief of the Administration to serve ex-officio as chairman of the Board, the four additional members to be designated by

the Secretary of Agriculture from existing bureaus and offices of the Department, including the Bureau of Entomology, Bureau of Plant Industry, and Forest Service. This Advisory Board was abolished by act of Congress approved March 3, 1933.

The direction of important control and eradication projects with respect to the gypsy moth and browntail moth, European corn borer, and Japanese beetle were transferred to the Administration from the Bureau of Entomology, effective July 1, 1928. The Administration was also charged with the enforcement of rules and regulations prohibiting the movement of cotton and cottonseed from Mexico into the United States and governing the entry of railway cars and other vehicles, freight, express, baggage, or other materials from Mexico at border points, issued under authority contained in the act making appropriations for the Department (now covered by a specific act of Congress, approved January 31, 1942), to guard against the entry of the pink bollworm of cotton; the Insect Pest Act of 1905; in cooperation with the Post Office Department, the Terminal Inspection Act of 1915; and with the inspection and certification of exports of plants and plant products to meet the sanitary requirements of foreign countries.

(4) The administrative direction of operations conducted by the Bureau of Plant Industry for the control of certain plant diseases was assigned by the Secretary of Agriculture to the Chief of the Bureau of Entomology on November 29, 1933. With the formal establishment of the Bureau of Entomology and Plant Quarantine, effective July 1, 1934, the control work theretofore conducted by the Bureau of Plant Industry against certain plant diseases was made a part of the functions of the newly created Bureau of Entomology and Plant Quarantine. The activities transferred were as follows: Citrus canker eradication, begun in 1915; phony peach control, begun in 1929; barberry eradication to control black stem rust of small grains, begun in 1918; Dutch elm disease eradication begun in 1933; and white pine blister rust control, begun in 1916. White pine blister rust control is now covered by a specific act of Congress, approved April 26, 1940. In carrying out the purposes of this act, the agricultural appropriation acts providing funds for this work place responsibility upon this Bureau for over-all technical direction and coordination of the entire program, and for cooperation with States, local authorities, and private agencies, in the control of the disease on State and privately owned lands.

(5) By administrative order of the Secretary of Agriculture, effective September 1, 1934, the chemical work on insecticides and fungicides, which began July 1, 1927, and was carried on in the Bureau of Chemistry and Soils, was transferred to and made part of the work of the Bureau of Entomology and Plant Quarantine. The transfer was approved by Congressional action in the Department of Agriculture Appropriation Act approved May 17, 1935.

#### Bureau of Human Nutrition and Home Economics

The Bureau of Human Nutrition and Home Economics deals primarily with problems of the ultimate consumer. It carries on fundamental research on the goods and services essential to everyday living. It seeks to give American families scientific facts to aid them in using their resources so as to obtain the best possible return in social and physical well-being.

Examples of current research are:



Collecting and analyzing data on kinds and quantities of food, clothing, and other goods and services used by families in the U. S., and evaluating these data by scientific standards to find how nearly typical segments of the population are achieving or falling short of the so-called "American standard of living." With these data on family spending and saving as a background, developing nutritionally adequate food budgets at different cost levels for both urban and rural families, farm family budgets as a contribution to the Department's study of parity income for farmers and postwar plans for agriculture, and other budget suggestions for specialized uses.

Studying nutritional requirements of the human body, nutritive properties of food in respect to protein, vitamins, and other important nutrients, and how these nutrients in the form of common foods can be combined into diets available to an ever-increasing proportion of the Nation's families. Investigating home canning, freezing, and other methods of home food preservation from the standpoint of yielding products free from dangerous spoilage organisms, and retaining the maximum of nutritive value and appetite appeal. Through experiments in food preparation, finding ways to use new foods and to improve the serving of well-known kinds, so that both scarce and plentiful food supplies can be used to advantage and food values conserved in handling, storing, and cooking foods in the home.

Determining warmth, wear, and other properties important to the consumer in cotton, wool, and standard-type fabrics, as the basis for consumer specifications. Studying the needs of women and children for functional clothing and designing garments suited to women's jobs in home, field, and factory, and to the active growing bodies of children. Suggesting ways to recondition and care for clothing and household fabrics as a means of alleviating wartime shortages in civilian clothing and textiles.

Finding, through field studies, the housing needs and desires of farm families, and developing plans for farm houses with living quarters adequate for work and social life and conducive to health and comfort.

In household equipment, determining performance of different types of construction as a basis for performance requirements and for aiding homemakers in selecting equipment best suited for each household task.

HNHE traces its beginnings to the Agricultural Appropriation Act of August 8, 1894, in which Congress provided \$10,000 for nutrition investigations in the Office of Experiment Stations, thereby giving its first recognition to the need for human nutrition research. In the period 1894 to 1915, the program was widened to include investigations of the relative cost as well as the composition and nutritive value of food materials, of dietaries, of the digestibility of certain foods, and of the principles of human nutrition.

The Smith-Lever Extension Act of May 8, 1914, brought about important changes in this research. Under this law, the Office of Experiment Stations was absorbed into the new States Relations Service, organized July 1, 1915, pursuant to an order of the Secretary of Agriculture. In this Service, the nutrition investigations were enlarged into an Office of Home Economics.

On July 1, 1923, under Secretary's Memorandum 436, the Office of Home Economics became the Bureau of Home Economics, in keeping with provisions of the Agricultural Appropriation Act approved February 26, 1923. The research field again broadened, and in addition to research on foods and nutrition and utilization of agricultural products for clothing and household furnishings, the Bureau undertook study of economic problems of the home, standards and costs of living, time and energy required for household operations, and trends of household consumption of agricultural products.

By Executive Order 9069, February 23, 1942, followed by Secretary's Memorandum 960, the Bureau of Home Economics, with other research bureaus of the Department, became part of the new Agricultural Research Administration. As a follow-up of the same Executive Order, the Bureau of Home Economics and the Division of Protein and Nutrition Research of the Bureau of Agricultural Chemistry and Engineering were consolidated in February 1943 to form a new Bureau of Human Nutrition and Home Economics.

In comment, the Secretary of Agriculture then said: "Immediate expansion of the nutrition and food research of the Department is vital to carrying out our responsibilities to civilians and armed forces under war conditions . . . the new Bureau of Human Nutrition and Home Economics will, of course, continue its work in other fields of home economics to which it has made many contributions."

#### Bureau of Plant Industry, Soils, and Agricultural Engineering

The activities of the Bureau of Plant Industry, Soils, and Agricultural Engineering include investigations of plant breeding and production and improvement of soils and fertilizers, and methods of fertilizer application, along with the engineering problems concerned with crop production, primary processing, storage, transportation, and handling of soils. The Bureau headquarters is at the Plant Industry Station, Beltsville, Md., most of its work being conducted in cooperation with State agricultural experiment stations and at field stations of its own in various parts of the country.

Research with plants is concerned mainly with reducing the hazards of production and improving the quality, yield, and adaptability of all crops. One of the principal methods of accomplishing this is by breeding higher yielding strains or varieties resistant to diseases, insects, heat, drought, or cold. Members of the Bureau staff have also brought back to this country from foreign parts thousands of valuable plants which have proved useful here, directly or as breeding material. Methods of weed control are also studied. The life history of organisms must be studied as an adjunct to plant disease control. This often results in working out practical methods of seed treatment, or spraying or dusting of plants, and sometimes in fundamental new facts.

Soils are mapped and studied from the standpoint of origin and classification into some 8,000 types. The basic physical and chemical properties of soils, their microscopic plant and animal life, and methods of cultivation, irrigation, crop rotation, and fertilizing are investigated. The Bureau also conducts investigations of engineering problems concerned with farm machinery and its operation, farm buildings and equipment, and other engineering phases of agriculture.

As early as 1856, a botanist was engaged by the Commissioner of Patents to serve in his agricultural section. The Division of Gardens and Grounds was organized under a Superintendent soon after the Department was created in 1862.



What became the Department's propagating garden had been established by the Commissioner of Patents in 1856.

A Division of Botany was created in the Department in March 1869. It maintained the United States National Herbarium until July 1, 1896, when the herbarium was transferred to the Smithsonian Institution. The Division of Pomology was created in 1886, and the Division of Vegetable Physiology and Pathology, which began as a Section of Mycology in the Division of Botany in 1886, was established independently in 1890.

The Department's fiber investigations began in the Division of Statistics in 1889, and the Office of Fiber Investigations was established in 1890. The Division of Agrostology originated in the Division of Botany and assumed independence July 1, 1895. In 1900, the Department had Divisions of Botany, of Vegetable Physiology and Pathology, of Pomology, of Agrostology, and of Experimental Gardens and Grounds.

To simplify matters, it was decided in 1901 to establish a Bureau of Plant Industry to coordinate these autonomous divisions. The first chief of the new Bureau announced that its investigations would cover the fields of vegetable pathology and physiology, botany, grasses, and forage plants, pomology, domestic tea growing, and foreign seed and plant introduction, the last having been one of the Department's earliest undertakings.

The new Bureau was also to supervise the experimental gardens and grounds, the Arlington Experimental Farm (since discontinued) and Congressional seed distribution (discontinued in 1923). Creation of the Bureau was validated by the Appropriation Act of 1902, approved March 2, 1901.

The soil fertility and soil microbiology work of the Bureau of Chemistry and Soils was transferred to this Bureau by the Agricultural Appropriation Act of 1936. The soil chemistry and physics and the soil survey work of the Bureau of Chemistry and Soils was transferred to it by Secretary's Memorandum 784, October 6, 1938, the change being reflected in the Agricultural Appropriation Act of 1940.

In February 1943, the engineering research of the Bureau of Agricultural Chemistry and Engineering and its research on chemical weed eradication and effluent contaminants were transferred to the present Bureau of Plant Industry, Soils, and Agricultural Engineering. This transfer and the change in the Bureau's name were pursuant to Research Administration Memorandum 5, issued with the approval of the Secretary in response to Executive Order 9069, February 23, 1943. The action was in conformity with Secretary's Memoranda 960 and 986.

Development of the National Arboretum, established by the act of March 4, 1927, is under the direction of this Bureau. It is maintained for purposes of research and education regarding tree and plant life.

The Bureau made a number of organization changes in 1945. The research in agricultural engineering is now conducted by the Divisions of Farm Buildings and Rural Housing, of Farm Power and Machinery, of Farm Electrification, of Mechanical Processing of Farm Products, and of Plans and Service. The former Divisions of Soil and Fertilizer Investigations, of Irrigation Agriculture, and Dryland Agriculture have been combined into one Division of Soils, Fertilizers, and Irrigation. The Division of Tobacco Investigations and the Division of Drug

and Related Plants were merged to form the Division of Tobacco, Medicinal, and Special Crops. In addition to those already named, the Bureau has the following Divisions: Cereal Crops and Diseases; Cotton and Other Fiber Crops and Diseases; Forage Crops and Diseases; Forest Pathology; Fruit and Vegetable Crops and Diseases; Mycology and Disease Survey; Nematology; Plant Exploration and Introduction; Rubber Plant Investigations; Soil Survey; and Sugar Plant Investigations.

#### Office of Experiment Stations

The Office of Experiment Stations was established October 1, 1888, following the passage of the Hatch Act of March 2, 1887, which made the initial appropriation of funds for the State experiment stations, to give such advice and assistance as it was thought would best promote the purposes of that act. Later legislation enlarged the functions of the Office by directing the Secretary of Agriculture to prescribe the form of the annual financial statement required by the Hatch and supplementary acts, to ascertain whether the expenditures under these acts are in accordance with the provisions of the acts, to coordinate the work of the Department with that of the experiment stations, and to report thereon to Congress.

Nutrition investigations were begun by the Office in 1894, irrigation investigations in 1898, and drainage investigations in 1902. Administrative supervision of the Alaska Experiment Station was assigned to the Office in 1898, of the Hawaii and Puerto Rico stations in 1901, of the Guam station in 1908, and of the Virgin Islands station in 1919.

On July 1, 1915, the Office became a division of the States Relations Service, formed by combining OES (except the irrigation and drainage investigations, transferred to the Bureau of Public Roads), the offices of extension work in the South, North, and West, and an Office of Home Economics. OES was segregated from the States Relations Service on its dissolution, July 1, 1923.

The functions of the Office then included the responsibility for representing the Secretary of Agriculture in relation with the State agricultural experiment stations under the Hatch Act, the Adams Act of 1906, and later the Purnell Act of February 24, 1925, the acts extending the benefits of the Hatch and supplemental acts to Alaska, Hawaii, and Puerto Rico, and Title I of the Bankhead-Jones Act of June 29, 1935; also the administrative supervision of the Alaska and Insular experiment stations.

Direct operation of the Alaska, Guam, and Virgin Islands stations by the Office was discontinued July 1, 1932, with the transfer of the Alaska station to the Alaska Agricultural College and School of Mines, the Guam station to the Island government, and the Virgin Islands station to the Department of the Interior. The merger of the Federal station in Hawaii with the experiment station of the University of Hawaii, begun in 1929, was completed at the close of the fiscal year 1938. Thereafter the responsibilities of the Office for the Hawaii station were on the same basis as for the other State and Territorial stations established under the provisions of the Hatch and supplementary acts. The Office continues to have responsibility for the administration of the Federal Experiment Station of the Department at Mayaguez, P. R.



### Agricultural Research Center, Beltsville, Md.

The beginning of this research institution dates back to June 30, 1910, when, with \$25,000 appropriated by Congress, the Department purchased 475 acres of tillable and timber land near Beltsville, Md. The first uses were for animal husbandry and dairy investigations of the Bureau of Animal Industry. The Center now spreads over about 10,000 acres and nine other units of the Department, including the principal research bureaus, have space and facilities there.

The Agricultural Research Center (then Beltsville Research Center) was created by Secretary's Memorandum No. 648, August 28, 1934. It was transferred to the Agricultural Research Administration under Secretary's Memorandum No. 986, February 25, 1942, pursuant to Executive Order 9069, February 23, 1942. Maintenance of facilitating services is provided for different agencies conducting research there and for other activities.

### Bankhead-Jones Regional Laboratories

The nine regional laboratories established under the provisions of Sections 1 and 4 of the Bankhead-Jones Act of June 29, 1935, provide a joint Department and State agricultural experiment station attack on problems of regional or national scope. These laboratories serve as focal centers for regional coordination and cooperation of research in the subjects under study by the laboratories. The work of the laboratories is centered especially upon phases of the problems under study which would be difficult or impossible for an individual State or a group of States to undertake.

The regional laboratory for research into the heredity and behavior of vegetable crop plants for the development of improved varieties having superior adaptation to the southeastern region of the United States was approved by the Secretary, November 30, 1935, and located at Charleston, S. C.

The regional laboratory for research into laws and principles underlying pasture improvement in the northeastern part of the United States was approved by the Secretary, February 20, 1936, and is located at State College, Pa.

The regional laboratory for research into the industrial utilization of the soybean and soybean products in the North Central region of the United States was approved by the Secretary, February 20, 1936; and is located at Urbana, Ill.

The regional laboratory for the improvement of swine through the application of breeding methods was approved by the Secretary, December 22, 1936, and is located at Ames, Iowa.

The regional laboratory for the improvement of sheep for western ranges through the application of breeding methods was approved by the Secretary, February 24, 1937, and is located at Dubois, Idaho.

The regional laboratory for study of the mechanism of infection in the contagious, infectious, and parasitic diseases of domestic animals and poultry, and methods of control in the southeastern region was approved by the Secretary, February 24, 1937, and is located at Auburn, Ala.

The regional laboratory for the improvement of viability in poultry was approved by the Secretary, December 23, 1937, and is located at East Lansing, Mich.

The regional laboratory for investigations of the relationship of the salinity of irrigation waters, and of soil conditions, to plant growth and related factors involved in a permanently successful irrigated agriculture in the western region, was approved by the Secretary, December 23, 1937, and is located at Riverside, Calif.

The regional laboratory for research into the relation of soils to plant, animal, and human nutrition was approved by the Secretary, January 31, 1939, and is located at Ithaca, N. Y.

### Production and Marketing Administration

Pursuant to Executive Order 9577, to related Executive Orders, and to the provisions of Section 22 of Title V of the United States Code, the Secretary of Agriculture created and established the Production and Marketing Administration through Memorandum No. 1118, August 18, 1945, effective August 20, 1945, and by amendments and supplements thereto.

PMA unifies and centralizes under the Administrator the activities, functions, and responsibilities for commodity programs, operations and related services, and consolidates into a single unit the functions of fourteen offices, agencies and establishments of the Department, which include the following: (1) Office of Basic Commodities; (2) Office of Supply; (3) Office of President of Commodity Credit Corporation; (4) Office of Manager and Secretary of Federal Crop Insurance Corporation; (5) Office of Marketing Services; (6) Agricultural Adjustment Agency; (7) Office of Requirements and Allocations; (8) Office of Transportation; (9) Office of Materials and Facilities; (10) Office of Labor; (11) Office of Home Food Supply; (12) Office of Price; (13) Office of Investigatory Services; and (14) Federal Surplus Commodities Corporation (in liquidation). For reference material on the earlier history and functions of some of these agencies, see Part 3.

The activities, functions, and responsibilities of PMA comprise the following:

(1) Plans, develops, coordinates, and administers production and marketing programs, including price support, subsidy, lending, buying, selling, storage, and transportation of farm commodities and products; agricultural marketing activities, including processing and marketing quotas, exports, surplus disposals, agricultural conservation and adjustment, school lunch, direct distribution; interstate and foreign farm labor supply, farm wage stabilization, farm income improvement, improvement of nutritional standards, and utilization of surplus agricultural materials, equipment, and facilities; (2) determines food allocations, including import requirements; makes recommendations on maximum price regulations; collects and disseminates market news; conducts regulatory activities such as inspections, grading, and standardization; develops and administers food limitation and conservation orders; (3) plans, directs and coordinates programs authorized under the provisions of the Soil Conservation and Domestic Allotment Act of 1936, as amended; and the Agricultural Adjustment Act of 1938, as amended and supplemented; administers the program of insurance protection for certain crops under the Federal Crop Insurance Act, as amended (Public Law 551, 78th Congress, 2nd Session); Sugar Act of 1937, as amended; and Section 32 of Public Law No. 320, 74th Congress, as amended; uses the authority and powers of the Commodity Credit Corporation for program operations; and represents the Department and serves as liaison for functions assigned to PMA.



The organization for the accomplishment of the assigned purposes of PMA consists of 10 commodity branches, 10 functional branches, a field service branch, 5 staff offices, and the Commodity Credit Corporation. For purposes of administration and management, formulation of program activities, and direction and supervision of operations connected with the handling of commodity programs and related regulatory provisions of law, farm commodities and food products are grouped into large and kindred categories which are assigned to, and are the responsibility of, the commodity branches: Cotton; Dairy; Fats and Oils; Fruit and Vegetable; Grain; Livestock; Poultry; Special Commodities; Sugar; and Tobacco.

#### General Responsibilities of Commodity Branches

Each of the commodity branches, with respect to the commodities over which it has been assigned jurisdiction, is responsible for: (1) all programs related thereto; (2) recommendations as to estimates and allocations; conditions of rationing; and maximum price regulations; (3) programs for economies and improvements in the processing and marketing of farm commodities and food products; (4) working with advisory committees; handling War Food Orders; cooperation in handling applications for materials and equipment priorities; cooperation with industry and other agencies of the Department in the development of new uses and processes; (5) development of program information and market news services; (6) assistance in the utilization of labor supply in commodity processing and distribution industries; (7) standards, grading, and inspection; (8) agricultural marketing agreements and order programs.

#### Additional Functions and Responsibilities of Commodity Branches

In addition to the functions, duties, and responsibilities described above, the commodity branches are assigned the functions of former organizational groups; and certain of the branches administer the regulatory provisions and statistical requirements of Congressional acts especially applicable to the commodities under their jurisdiction as follows:

Cotton Branch: Performs the functions formerly carried out by the Cotton and Fiber Branch of Office of Marketing Services (except Naval Stores); Cotton Division of Office of Basic Commodities; Office of Basic Commodities with respect to hemp and flax fiber; and Office of Supply with respect to cotton and fiber. This Branch also administers the Cotton Classification, Statistics, Standards, and Futures Acts.

Dairy Branch: Administers the dairy functions formerly performed by Dairy and Poultry Branch of Office of Marketing Services and by Office of Supply.

Fats and Oils Branch: Administers the functions and performs the activities previously carried out by Fats and Oils Branch of Office of Marketing Services; Oil Seed Division of Office of Basic Commodities; Office of Supply with respect to fats, oils, and oilseeds; and Office of Marketing Services and Agricultural Adjustment Agency with respect to peanuts.

Fruit and Vegetable Branch: Administers the functions and activities formerly performed by Fruit and Vegetable Branch of Office of Marketing Services and by Office of Supply with respect to fruits and vegetables. The Branch is responsible for the administration of the Standard Container Acts of 1916 and 1928, Produce Agency Act, Perishable Agricultural Commodities Act, and Export Apple and Pear Act.



Grain Branch: Administers the functions and performs the activities formerly carried out by Grain Products Branch of Office of Marketing Services; Grain Division of Office of Basic Commodities; Rice Section, General Crops Division of Office of Basic Commodities; Feed Management Division of Agricultural Adjustment Agency; and Office of Supply with respect to grain, grain products, hay, dry beans, dry peas, and seeds. This Branch is also responsible for administration of the Grain Standards and Federal Seed Acts.

Livestock Branch: Is responsible for administration of the functions and activities formerly carried out by Livestock and Meats Branch of Office of Marketing Services; Wool Section, General Crops Division of Office of Basic Commodities; and Office of Supply with respect to livestock, lard, meats, and wool. This Branch also administers the Packers and Stockyards Act, Insecticide Act of 1910, Wool Standards Act, and Meat Inspection Act.

Poultry Branch: Administers the functions formerly performed by Dairy and Poultry Branch of Office of Marketing Services and by Office of Supply with respect to poultry and poultry products.

Special Commodities Branch: Administers the functions formerly under Special Commodities Branch of Office of Marketing Services; naval stores activities of Cotton and Fiber Branch of Office of Marketing Services; Miscellaneous Commodities Section, General Crops Division of Office of Basic Commodities; and Office of Supply with respect to commodities not assigned to any other commodity division. This Branch also buys, sells, and performs additional services for other commodity divisions when authorized to do so by the Administrator.

Sugar Branch: Administers the functions formerly carried out by Sugar Branch of Office of Marketing Services; Sugar Division of Office of Basic Commodities; and Office of Supply with respect to sugar. The Sugar Branch is also responsible for administration of Sugar Act of 1937.

Tobacco Branch: Is responsible for administration of functions formerly carried out by Tobacco Branch of Office of Marketing Services; Tobacco Section, General Crops Division of Office of Basic Commodities; and Office of Supply with respect to tobacco. The Branch also administers the provisions of the Tobacco Compact Act, Tobacco Inspection Act, Tobacco Stocks and Standards Act, and Tobacco Seed and Plant Exportation Act.

#### Field Services

Field Service Branch: Formulates and administers agricultural conservation programs pursuant to Sections 7 to 17 of Soil Conservation and Domestic Allotment Act and Agricultural Adjustment Act of 1938, as amended and supplemented; exercises general supervision over State Field Service offices; utilizes State and County Agricultural Committees for its operations; and is responsible for handling, in the field, PMA programs which deal directly with the farmers. Functions of the State offices of the Field Service include agricultural conservation, adjustment, sugar payments and related production programs; school lunch, direct distribution, and related food use and preservation programs; and such price-support, loan, subsidy, purchase, sale, and marketing programs as were formerly carried out by the Agricultural Adjustment Agency.

Field Offices of Commodity Branches: All other price support, loan, subsidy, purchase, sale, and marketing programs, as well as offices carrying out marketing service and regulatory functions, are handled in the field through field offices

of the commodity branches (Administrator's Memorandum 6, Amendment 2, October 17, 1945).

### Functional Branches

Food Distribution Programs Branch: Serves as claimant for food for civilians from the standpoint of both nutrition and supply; is responsible for food rationing, school lunch, direct food distribution, and industrial feeding programs; cooperates with Federal, State, and local agencies, public and private, for improvement of nutritional standards and food habits.

Materials and Equipment Branch: Develops and administers all programs having to do with obtaining allocations of critical nonfood materials, equipment, and facilities for use in food production and processing; served as claimant for such requirements before the War Production Board; and cooperates with agencies which dispose of surplus war property in devising ways to make such property available for purchase by rural people.

Shipping and Storage Branch: Is responsible for the shipping and storage of commodities except as assigned to the commodity branches; assists the PMA Administrator in coordinating the shipping and storage work of the commodity branches to insure the best use of available shipping and storage facilities.

Marketing Facilities Branch: Administers the United States Warehouse Act, Section 201 of the Agricultural Adjustment Act of 1938, covering adjustments in freight rates for farm products, the 28-Hour Act, and War Food Orders as assigned; responsible for the development of programs for the improvement of marketing and transportation facilities for agricultural commodities and products.

Labor Branch: Administers the provisions of Public Law 229, 78th Congress, as amended (Public Law 529, 73th Congress) providing for the recruitment and transportation of foreign workers for farm work in the United States; contracts with such workers and with employers for their services; and carries out other authority of the Secretary relating to domestic interstate and other migratory labor and labor camps; stabilizes wages and salaries of agricultural labor; investigates and presents reports to the appropriate Government agencies on the labor problems of the food processing and distributing agencies; and handled negotiations between the USDA and War Department for the use of prisoners of war as farm workers and arranged for their employment on farms.

Fiscal Branch: Is responsible for fiscal, accounting, inventorying, disbursing, and related activities of PMA, covering the funds (capital and administrative) of Commodity Credit Corporation and appropriated moneys available under acts of Congress for the various program activities and administration, but not including the fiscal and administrative activities of the Federal Crop Insurance Corporation which is responsible for its own fiscal and related accounts. The Branch is responsible for the maintenance of the official inventory control records.

Budget and Management Branch: Is responsible for the budget, audit, administrative management, organization, personnel, and administrative services of PMA and Commodity Credit Corporation.



Compliance and Investigation Branch: Develops information and means to prevent fraud and violations in connection with programs and related transactions of PMA; investigates, reports and makes recommendations respecting food orders and purchase, sales, storage, and related programs; establishes accounting systems for, and examines, and inspects the books, records, and accounts of, other persons or agencies, where authorized or required by contracts or marketing agreements and orders, or similar programs; and administers the Commodity Exchange Act.

Foreign Food Programs Branch: Administers programs, with respect to food, food machinery, and other food facilities, transferred to the Department from the Foreign Economic Administration under Executive Order 9630, September 27, 1945. Secretary's Memorandum 1130, October 19, 1945, established the programs as a temporary branch of PMA.

Federal Crop Insurance Corporation: Secretary's Memorandum 1118, Supplement 1, October 8, 1945, established FCIC as a bureau within PMA.

FCIC was originally created and established within the Department under Title V of the Agricultural Adjustment Act of 1938, cited therein as the Federal Crop Insurance Act, approved February 16, 1938 (52 Stat. 72, 7 U.S.C., 1501). This act provided for insurance of wheat crops. It was amended June 21, 1941 (55 stat. 255, 7 U.S.C., 1902) to extend insurance protection to cotton crops. The 1944 and 1945 Agricultural Appropriation Acts provided that funds appropriated for the Corporation could be used only to liquidate existing contracts on wheat and cotton crops planted prior to July 31, 1943.

The Federal Crop Insurance Act was again amended December 23, 1944 (Public Law 551, 78th Congress, 2nd Sess.) removing restrictions of the 1944 and 1945 Agricultural Appropriations Acts and providing for insurance of wheat, cotton, and flax crops planted for harvest in 1945. The amendment also provided for trial insurance on other crops if actuarial data were available. For any commodity the insurance is limited to 20 representative counties and to a period of 3 years. Such insurance was restricted to corn and tobacco in 1945, and to not more than three additional commodities each year thereafter. After the crop year 1949, if the claims for losses for any insured commodity in any year exceed the premiums, less reserve applicable thereto, the claims are paid on a pro rata reduced basis. The Corporation was provided in the original act with an authorized capital stock of \$100,000,000. The costs of administration are paid from funds appropriated directly in the annual appropriation acts.

The Corporation is authorized to provide insurance against loss in yield due to unavoidable hazards, with the alternative that the protection on trial crops may be against loss of a percentage of the investment in the crop rather than against loss in yield. Premiums sufficient to pay indemnities and to establish a reserve for unforeseen losses are collected from the insured growers.

The activities and operations of the Corporation are performed by officers provided for by Secretary's Memorandum 1118, as amended, and authorized by the by-laws of the Corporation (Board of Directors, Manager, Secretary, and Treasurer), through the facilities and personnel of PMA and using such services thereof or other agencies as may be jointly agreed upon. The Corporation is responsible for all its fiscal and administrative activities.

## PMA Staff Offices

Information Service: Is responsible for all information services and relationships of PMA.

Office of Requirements and Allocations: Directs and supervises the activities of PMA with respect to formulation of production goals, determination of requirements, and recommendations for allocations.

Office of Claimants Program Coordination: Coordinates supply program activities, and serves and assists both claimants and PMA branches in supply matters relating to allocations, commitments, shipping, and financing.

Office of Transportation: Coordinates the transportation activities of PMA.

Office of Price: Coordinates formulation of price-support programs (including price aspects of marketing agreements and orders), price-stabilization programs, export-subsidy programs, import quotas under Section 22, marketing quotas, and activities related to approval of maximum price regulations; collaborates with branches in developing proposed policies and related legislation concerning such programs, indicating conformity with PMA policy; develops proposed programs, prepares reports, and handles correspondence dealing with area production and marketing adjustment problems, or problems of inter-commodity relationships. Effective January 1, 1946, also responsible for coordinating formulation of production adjustment programs, including production goals.

Commodity Credit Corporation: CCC is managed by a Board of Directors of which the Secretary of Agriculture, as Chairman, is authorized to exercise, on behalf of the United States, all rights arising from the Government's ownership of capital stock. The President of the Corporation is responsible for the general direction and supervision of its activities, and is also PMA Administrator. The Deputy Administrator of PMA is a Vice President of the Corporation; the Assistant Administrator for Fiscal and Inventory Control is also a Vice President of the Corporation; the Director of the Budget and Management Branch is Secretary of the Corporation; and the Director of the Fiscal Branch is Treasurer of the Corporation.

Activities and Authority: The activities of the Corporation are carried on through the facilities and personnel of PMA, which uses the legal and fiscal powers of CCC for the operation of commodity programs, including basic commodities (corn, cotton, peanuts, rice, wheat, and tobacco), the so-called Steagall commodities (nonbasic), and other nonbasic commodities, as well as subsidy, price support activities and price stabilization of farm products, purchase, sale, marketing, agreements, and contracts with other Government agencies and private fiscal and commercial concerns for the handling of programs and operations.

CCC was created under the laws of the State of Delaware pursuant to Section 2 (a) of the National Industrial Recovery Act of June 16, 1933 (48 Stat. 195), and Executive Order 6340, October 16, 1933. The principal office of the Corporation, outside of the State of Delaware, is in Washington, D. C. Congress, by certain acts, has continued the Corporation as an agency of the United States



(act of January 31, 1935, as amended (15 U.S.C. 713, Supplement IV) and act of April 12, 1945 (59 Stat. 50)). It operated as an independent agency in close affiliation with the Reconstruction Finance Corporation until July 1, 1939, when its functions, activities, personnel, records, property, and funds were transferred to the Department of Agriculture pursuant to the President's Reorganization Plan No. I, and its operations were placed under the supervision and authority of the Secretary of Agriculture. By Executive Orders 9322, of March 26, 1943, and 9334, April 19, 1943, the Corporation became a part of the War Food Administration, and upon the termination of WFA by Executive Order 9577, June 29, 1945, was again placed under the jurisdiction and control of the Secretary. Secretary's Memorandum 1118, August 18, 1945, consolidated the Corporation into the Production and Marketing Administration.

CCC has an authorized capital stock of \$100,000,000 (Executive Order 6340, and act of April 10, 1936, 15 U.S.C., 713A), and by the act of March 8, 1938, as amended (15 U.S.C., 713 A-4, Supp. IV), and by the act of April 12, 1945 (59 Stat. 50) is empowered to borrow, by the issuance of obligations guaranteed by the United States, not to exceed \$4,750,000,000. All capital stock of the Corporation is owned by the United States. Under Executive Order 8219, August 7, 1939, the Secretary of Agriculture is authorized to exercise, on behalf of the United States, all rights arising from the ownership of such stock.

The charter power of the Corporation includes, among other things, the authority to buy, sell, lend upon, and engage in other operations with respect to, agricultural commodities and foods. Prior to the outbreak of World War II, the Corporation was engaged primarily in making loans to farmers on farm commodities stored on farms and in warehouses. The objectives of making such loans were to stabilize the prices of farm products; to bring about orderly marketing of agricultural commodities; to accumulate supplies during years of plenty for use in years of scarcity; and to increase the purchasing power of farmers and thus strengthen the domestic economy of the Nation.

The disruption of domestic and foreign trade relations resulting from the impact of World War II added heavy burdens upon Government agencies having to do with food, food products, and other commodities needed for civilian and military purposes. As a consequence, and in accordance with legislative acts, Executive Orders, and mandates of war agencies, the activities, operations, and functions of the Corporation were enormously expanded in order to increase production of crops and secure the proper distribution of food, feed, and fibers for ourselves and our Allies. To accomplish these purposes, the Corporation engaged in various loan, purchase, sale, subsidy, price support programs, and other operations covering the production, transportation, storage, and processing not only of the basic commodities but of practically every other crop, commodity, and product derived from agricultural sources.

Programs Developed: Pursuant to the provisions of law, Executive Orders, and war agency mandates, the Corporation developed programs of purchase, loans, and sales of farm commodities, food and fibers, and food facilities and processing arrangements needed to strengthen the domestic economy and meet the requirements for war uses. These programs were: (1) General Commodities Purchase Program, started in March 1941, under which the Corporation made available to the Federal Surplus Commodities Corporation (then an agency of the Agricultural Marketing

Administration) a revolving fund with which to purchase, process, and sell farm commodities to the Army, Navy, Lend-Lease, and Red Cross; (2) Agricultural Supplies Purchase and Loan Program, which enabled the Corporation to broaden its purchase and loan operations; to encourage expanded production of strategic commodities or substitutes therefor, or materials not available or not obtainable in sufficient quantities; to support prices at levels previously guaranteed to producers pursuant to law; and to enter into contracts with processors, commercial, and financial concerns, and handlers of commodities to perform services for the Corporation; (3) Foreign Commodities Purchase Program, approved April 28, 1942, under which the Corporation was designated the sole agency for the importation of foreign agricultural commodities and was authorized to use its funds for carrying out projects covering the acquisition, handling, and disposal of such commodities produced in foreign countries friendly to the United States. However, pursuant to Executive Order 9385, October 6, 1943, and effective January 1, 1944, the functions of WFA and CCC with respect to foreign commodities except operations covering sugar from the Caribbean area and the importation of food from Canada, were transferred to and consolidated into the Foreign Economic Administration; and (4) stabilization activities, covering programs administered by WFA in accordance with Executive Order 9250 (7 R. F. 7871) and provisions of law, and under which the authority and fiscal powers of the Corporation were used for such operations.

Power and Authority over Programs: The by-laws of the Corporation as amended and approved March 15, 1944, and June 5, 1944, and the War Food Administrator's Memorandum 27, Supplement 4, Amendment 2, March 18, 1944, made the President of the Corporation responsible for all activities with respect to the following unprocessed commodities: corn, wheat, cotton, tobacco, peanuts, rice, feed grains, wool, hemp, sugarcane, sugar beets, and raw sugar, soybeans, flaxseed and cottonseed, and for such activities with respect to meeting the requirements of the Government, and with respect to feed, seed (except vegetable seed), fertilizer, and other production facilities for domestic uses. The Director of Distribution, acting in his capacity as Vice President of the Corporation, and using the facilities of the Office of Distribution, was made responsible for all such activities with respect to fruits and vegetables (including potatoes, dried peas and beans, and vegetable seed), livestock and livestock products, dairy products, poultry and poultry products, grain products (except feed), fats and oils, and all other processed food and food-processing facilities; and was given the responsibility for all such activities to meet Government requirements except those assigned to the President of the Corporation.

Except as otherwise determined by the War Food Administrator and except for programs under Section 32, Public Law 320, 74th Congress as amended, the powers of the Corporation were to be utilized for all lending, buying, selling, storage, transportation, and stabilizing activities of the WFA with respect to food and food facilities.

War Food Administrator's Memorandum 27, Revision 1, December 13, 1944, abolished the Offices of Production and of Distribution and established the Office of Basic Commodities, of Marketing Services, and of Supply.

In accordance with Administrator's Memorandum 27, Revision 1, December 13, 1944, and Amendment 1 thereto, January 5, 1945, there were transferred to CCC all activities of the former Office of Distribution relating to requirements and allocation control, program liaison, procurement and price support, shipping and



storage, administration of War Food Orders 71, 73, 74, 63, 116, and plant facilities and financing; requisitioning of food for human or animal consumption (Executive Order 9280, 7 F. R. 10179, paragraph 8c); powers of acquisition of property under the act of July 2, 1917 (40 Stat. 241), as amended by Title II of the Second War Powers Act of 1942; powers of taking over and operating facilities under Section 120 of the National Defense Act of 1916 (39 Stat. 213), and Section 9 of the Selective Training and Service Act of 1940 (54 Stat. 892), and anti-trust prosecution (Executive Order 9280, 7 F. R. 10179, Paragraph 8f).

Administrator's Memorandum 27, Revision 1, Amendment 7, April 11, 1945, transferred to the Office of the Administrator from CCC, Office of Supply, the work, including that of the Requirements and Allocations Branch, relating to the determination of food requirements of claimants and the recommendation to the Administrator of allocations among claimants. CCC was made responsible for all lending, buying, selling, storage, transportation, subsidy, and price-support activities of WFA with respect to food and food facilities as follows:

Office of Basic Commodities, through its Director, acting in his capacity as Vice President of CCC, was made responsible for all such activities with respect to the following unprocessed commodities: Corn, wheat, cotton, tobacco, peanuts, rice, feed, grains, wool, hemp, sugar cane, sugar beets and raw sugar, gum turpentine, gum rosin, soybeans, flaxseed, and cottonseed.

Office of Supply, through its Director, acting in his capacity as Vice President of CCC, was made responsible for all activities (including diversion) with respect to fruits and vegetables, livestock and livestock products, dairy products, poultry and poultry products, grain products, fats and oils, and other processed foods. The Office also administered programs relating to school lunch, direct distribution, industrial feeding, plant financing, achievement awards to food processing plants, salvage of used fats, and marketing of abundant foods; was responsible for selling Government-owned foods, not only those that have been declared surplus war property but also items purchased originally to support prices and items that for a variety of reasons are released from Government inventories; was responsible for liaison activities with foreign food missions, the armed services, and other agencies in connection with the procurement of food; administered agricultural supply and stockpile programs for the Caribbean and Hawaiian areas; and recommended to appropriate officials the initiation of set-aside orders, priority ratings, requisitioning authority, and other aids necessary for procuring needed foods.

The functions and activities of Office of Basic Commodities, Office of Supply, and Office of the President of CCC were consolidated into FMA through Secretary's Memorandum 1118, August 18, 1945, as previously indicated.

Present Operations: The present activities and operations of the Corporation include making loans available to farmers on certain agricultural commodities as provided in Section 8 of the Stabilization Act of 1942, as amended (56 Stat. 767; 50 U.S.C., App. 968, Supp. IV); carrying out price-support loans, purchase, and other operations with respect to certain other agricultural commodities in accordance with the provisions of the act of Congress of July 1, 1941 (55 Stat. 498, 15 U.S.C., 712A-8, Supp. IV); procurement, shipment, storage, and sale of raw and processed foods, feeds, fibers, and other farm commodities for governmental and foreign use; disposal of surplus food and food products for domestic use, and disposal of farm commodities and products for export at competitive world prices pursuant to the Surplus Property Act of 1944 (53 Stat. 765). The activities

and operations of the Corporation are actually performed by the appropriate branches of the Production and Marketing Administration, using the legal and fiscal powers of the Corporation.

### Extension Service

Cooperative extension work in agriculture and home economics was defined by the Smith-Lever Act of May 8, 1914, as "for the purpose of aiding in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same." Through provisions of this act, all extension activities of the Department and land-grant colleges are coordinated under a "Memorandum of Understanding" between the USDA and each State land-grant college.

Supplementary acts were: Capper-Ketcham Act, approved May 22, 1928, providing for further development of agricultural extension work; an act extending the benefits of the experiment station and extension acts to the Territory of Hawaii, approved May 16, 1928; an act extending the benefits of the Hatch and Smith-Lever Acts to the Territory of Alaska, approved February 23, 1929; an act extending the benefits of the experiment station and extension acts to the Territory of Puerto Rico, approved March 4, 1931; the Bankhead-Jones Act providing for further development of agricultural extension work, approved June 29, 1935; the act of April 24, 1939; and the Bankhead Flannagan Act, approved June 6, 1945.

By order of the Secretary February 11, 1942, Extension was made responsible for the education work in agriculture and home economics essential to the success of agriculture's wartime job which: "must, without exception, include all that is necessary to an understanding by rural people of each program individually and of all programs as a unified whole. Extension Service is responsible for all group or general educational work essential to a fundamental understanding of all action programs." When the WFA was created, Extension became part of it without change in its basic legal status or its cooperative work with the States.

February 17, 1943, the Secretary directed Extension to be responsible for the direction of the mobilization and placement of all local farm-labor resources; organization and management, in cooperation with the Office of Education and the public schools, of a Nation-wide program for recruitment and use of nonfarm youth for summer-period and crop-season farm work; and development and supervision of a program for organized recruitment and utilization of nonfarm women for appropriate types of farm work.

The present cooperative extension work in agriculture and home economics in which the Department participates through Extension, began in the Bureau of Plant Industry in 1903. During that year Congress, by an amendment to another bill, made available a sum of money to enable the Secretary to meet the emergency caused by entrance of the boll weevil into this country. This money was divided among several offices and bureaus with the idea of attacking the problem from different angles. A small amount was given BPI, to try out the idea of farm demonstrations of good farm practices in the Southern States.



In January 1904, a second appropriation of \$27,316 became available under the term, "farmers' cooperative demonstration work." In 1906-07 the Office of Farm Management was created in BPI, in which Office the farm-management demonstration work for the Northern and Western States was begun in 1909.

May 8, 1914, President Wilson signed the Smith-Lever Act under which cooperative extension work has since been conducted. In June, Secretary of Agriculture David F. Houston appointed a States Relations Committee which represented the Secretary in administration of the Smith-Lever Act until July 1, 1915. On that date a States Relations Service was created, following a plan suggested by the Secretary.

This Service included: Office of Experiment Stations, formerly an independent office (except irrigation and drainage investigations which were transferred to the Office of Public Roads); Office of Extension Work in the South (Farmers Cooperative Demonstration Work); Office of Extension Work in the North and West (from Office of Farm Management), Bureau of Plant Industry; Office of Home Economics, part of the old Office of Experiment Stations, and Office of the Director, which included divisions of administration, agricultural instruction, and farmers' institutes.

June 30, 1923, in connection with a general reorganization of the Department authorized by Congress, the States Relations Service was dissolved. Office of Experiment Stations became part of the organization of the Director of Research; Office of Home Economics became Bureau of Home Economics; Office of Cooperative Extension Work (the two extension offices, combined October 1, 1921) became part of the new Extension Service; and to the Service were added the Office of Exhibits and Office of Motion Pictures. Extension Service was thereafter under the Director of Extension Work of the Department. At this time, subject-matter specialists in the main activities of the Department bureaus were added to the staff to aid in coordinating the Department's work more fully with the State extension work.

Following the reorganization of the Department in 1938, Extension Service was reorganized in January 1939. The new set-up included: Division of Administration; Division of Field Coordination; Division of Subject Matter; Division of Extension Information (including Exhibits Section and Motion Picture Section). This remains the form of organization, except that on January 2, 1941, the Division of Field Studies and Training was created and, on July 1, 1942, the Exhibits and Motion Picture Sections were transferred to the Office of Information.

#### Farm Credit Administration

The Farm Credit Administration, through its 12 district offices and local associations, provides farmers and their marketing, purchasing, and business service associations with a cooperative source of credit at reasonable rates. It endeavors to provide sound financing for wartime production. It also provides research and technical assistance on the organization and operating problems of farmers' cooperatives.

The permanent units of the system operate on a cooperative basis. Local national farm loan associations, farmer-owned and farmer-controlled, handle the

making of land-bank (long-term farm mortgage) loans. Each farmer subscribes at the time his loan is made, to 5 percent of the amount of the loan in stock in his association. The association, in turn, subscribes to stock in the Federal Land Bank. The local associations also handle Land Bank Commissioner loans.

The 513 production credit associations and the 12 Federal Intermediate Credit Banks provide a dependable source of production credit. The PCA's are controlled by their farmer members. Each member owns stock in his association equal to 5 percent of the maximum amount of his loan. The initial capital of the associations was provided by the production credit corporations from capital allocated to them from a revolving fund set up under the provisions of the Farm Credit Act of 1933. The Federal Intermediate Credit Banks make loans to and discount paper for the production credit associations, obtaining these funds through the sale of consolidated collateral trust debentures to investors. These banks also provide production credit through discounting agricultural paper for privately capitalized agricultural credit institutions. They provide credit for farmers' cooperatives by making loans to and discounts for the banks for cooperatives and by making some loans directly to cooperatives.

The 13 banks for cooperatives, 12 district banks and a Central Bank for Cooperatives, make loans to farmers' cooperatives. A farmer cooperative borrowing from a bank for cooperatives owns capital in the bank equal to a specified percentage of the amount of the loan. The percentage varies with the type of loan (facility, operating capital, commodity) obtained.

The Cooperative Research and Service Division, establishment of which was authorized by the Cooperative Marketing Act of 1926, is directed to render assistance to farmers' cooperatives. This Division conducts research studies and service activities relating to problems of management, organization, policies, merchandising, sales, costs, competition, and membership, arising in connection with the cooperative marketing of agricultural products and the cooperative purchase of farm supplies and services; publishes the results of such studies; confers and advises with officials of farmers' cooperative associations; and cooperates with educational agencies, cooperative associations, and others in the dissemination of information relating to cooperative principles and practices.

The Farm Credit Administration was created by Executive Order 6084, dated March 27, 1933, and effective May 27, 1933.

The Federal Farm Board, organized July 15, 1929, by authority of the Agricultural Marketing Act of June 15, 1929, including its Division of Cooperative Marketing (now Cooperative Research and Service Division) created by the Cooperative Marketing Act of July 2, 1926, and transferred to the Federal Farm Board from the Department by Executive Order 5200, October 1, 1929, became the Farm Credit Administration, and its chairman the Governor thereof. Offices of other appointed members of the Board were abolished, and its authority to make loans to stabilization corporations also was discontinued.

The functions of the Federal Farm Loan Bureau and the Federal Farm Loan Board, created by the Federal Farm Loan Act, approved July 17, 1916, were placed under FCA. This included supervision of the 12 Federal land banks, their affiliated national farm loan associations, and the joint stock land



banks, the latter being placed in liquidation by the Emergency Farm Mortgage Act of May 12, 1933, and the 12 Federal intermediate credit banks created by Title 2 of the Federal Farm Loan Act of March 4, 1923. The offices of the appointed members of the Federal Farm Loan Board were abolished, except that of Farm Loan Commissioner which title was changed to Land Bank Commissioner by the Farm Credit Act of 1933, approved June 16, 1933.

The functions of the Secretary of Agriculture in making loans to individuals to purchase stock in agricultural credit corporations, authorized by the act of February 14, 1931, and the Crop Production Loan Office and Seed Loan Office of the Department (now Emergency Crop and Feed Loan Offices), first loans authorized in 1918 and made in certain years to 1931 and in each year since then, were also placed under FCA in 1933, by Executive Order 6084. Emergency crop and feed loans are made in amounts up to \$400 to farmers unable to obtain credit from other sources at reasonable rates.

The 12 Regional Agricultural Credit Corporations, placed in liquidation May 1, 1934, which had operated under the Reconstruction Finance Corporation since they were created in 1932 under the provisions of the Emergency Relief and Construction Act of July 21, 1932, were also made part of FCA by Executive Order 6084. The Regional Agricultural Credit Corporation of Washington, D. C., opened a branch at Wenatchee, Wash., in February 1941, to provide temporary short-term credit. Early in 1943, this Corporation was given authority by the Secretary of Agriculture to make loans to farmers for the production of wartime food and fiber. In 1944 and 1945 loans were authorized only for production of certain farm products and in States and counties designated by the Secretary. One corporation and one branch were operating on October 1, 1945.

The Farm Credit Act approved June 16, 1933 authorized the creation of 12 production credit corporations and establishment of production credit associations, and 13 banks for cooperatives. Part of the Agricultural Marketing Act Revolving Fund, authorized by the Agricultural Marketing Act of June 15, 1929, was used to capitalize the banks for cooperatives and actual lending from this fund was curtailed after the banks for cooperatives were established.

The Federal Farm Mortgage Corporation Act of January 31, 1934, created the Federal Farm Mortgage Corporation with authority to issue and have outstanding at any one time not more than 2 billion dollars of bonds and to invest its funds in first and second mortgage Land Bank Commissioner loans, which were first authorized by the Emergency Farm Mortgage Act of May 12, 1933, and to purchase consolidated farm loan bonds and make loans to Federal land banks on security of these bonds. The \$200,000,000 made available for Commissioner loans by the Emergency Farm Mortgage Act of May 12, 1933, became its capital.

The Federal Credit Union Act, approved June 26, 1934, authorized the FCA Governor to charter and supervise Federal credit unions. This authority was transferred to the Federal Deposit Insurance Corporation by Executive Order 9148, April 27, 1942.

Under Reorganization Plan I, April 25, 1939, effective the following July 1, FCA became part of the Department. By Executive Order 9280, December 5, 1942, it was made a part of the Food Production Administration of the Department. By Executive Order 9322, March 26, 1943, as amended by Executive Order 9334,

April 19, 1943, which created the War Food Administration, FCA was removed from the Food Production Administration and returned to its former status as a separate agency of the Department directly responsible to the Secretary.

### Farm Security Administration

The Farm Security Administration provides supervised credit and special services to help operators of small farms put their work on a sound, profitable basis and have better living conditions. Loans are made to farmers who cannot obtain the credit they need on reasonable terms from any other source. The loans are of two general types: (1) Rural rehabilitation, or operating, loans made for livestock, equipment, feed, seed, and other farm requirements and family living needs; (2) 40-year loans to enable tenants, sharecroppers, and farm laborers to buy farms under terms of the Bankhead-Jones Farm Tenant Act; World War II veterans are eligible for these loans just as if they were farm tenants.

Included in FSA's services are: Assistance in setting up group medical care plans to help low-income farmers obtain medical, dental, and hospital care at prices they can afford; and loans to enable farmers to buy for group use the equipment and high-grade sires they cannot obtain individually. The FSA also administers the water-facilities program of the Department through which loans and technical services are offered farmers and farmers' groups in 17 Western States to enable them to construct or repair needed water facilities.

The Administration was created in September 1937 and took over most of the work which had been carried on by the Resettlement Administration. This Administration, which itself was preceded by the Federal Emergency Relief Administration and the State Rehabilitation Corporations, was created by Executive Order 7027, April 30, 1935.

Brought into it (as Resettlement Administration) were the Federal Emergency Relief Administration's land program, and (on July 1, 1935), the Federal Emergency Relief Administration's rural rehabilitation program, as well as the Land Policy Section of the then Agricultural Adjustment Administration, and the State land planning consultants of the National Resources Board. Executive Order 7041, May 15, 1935, transferred the 33 projects of the Department of the Interior's Subsistence Homesteads Division to the Resettlement Administration, and on September 1, 1935, the farm debt-adjustment program of the Farm Credit Administration was made a function of the agency.

After operating 20 months as an independent agency, the Resettlement Administration became part of the Department January 1, 1937, by Executive Order 7530. By Secretary's Memorandum the following September 1, the agency was replaced by the Farm Security Administration, and significant changes were made in functions.

In addition to its rehabilitation program and responsibility for managing resettlement projects started by the Resettlement Administration and other agencies, the Farm Security Administration was given the job of administering the farm-ownership program established by the Bankhead-Jones Farm Tenant Act approved by the President July 22, 1937. At the same time the Administration's Land Utilization Division was transferred to the Bureau of Agricultural Economics.



On August 28, 1937, Congress passed the act authorizing the Department's water-facilities program. By Secretarial action, several agencies, including FSA, cooperated in carrying out the work. At the beginning of the 1943 fiscal year, full administration of the operating phases was vested in FSA.

The Administrator of the Federal Works Agency, acting under the Lanham Act of 1940, called on FSA to build several defense housing projects, and under the Urgent Deficiency Appropriation Acts of 1941 the President designated the Administration to provide temporary defense shelter. All its defense housing activities, as well as the 42 nonfarm projects, subsistence homesteads, and greenbelt towns, were transferred during 1942 to the National Housing Agency, set up by Executive Order 9070, February 24, 1942.

The 152 farm projects, most of which were inherited from the Resettlement Administration, are being liquidated, and the farms sold mostly to resident families.

The Administration's farm labor activities, including the 95 farm labor supply centers and the wartime programs for transporting domestic and foreign workers into labor-shortage areas, were transferred to the Office of Labor, War Food Administration, July 1, 1943.

The functions of FSA relating to the water conservation and utilization programs under the Wheeler-Case Act were transferred to Soil Conservation Service March 30, 1945. The Secretary designated FSA to administer the program for assisting farmers whose crops or property were destroyed by 1943 floods, or by flood or windstorm in 1944, or by flood in 1945.

The County FSA Committees, who pass on all applications for FSA assistance, were asked late in 1944 to act as special certifying committees in connection with Government guarantees of loans to veterans from regular lending agencies for the purchase of farms or farm equipment; such loan guarantees were provided by the Servicemen's Readjustment Act of 1944.

The work of FSA is largely decentralized. There are 13 regional offices. Farmers seeking FSA credit and services apply to the local offices, located in most agricultural counties.

#### Forest Service

The Forest Service administers 154 national forests, comprising over 178 million acres of Federal lands. These public forests are managed by FS:

For the protection, development, production, and use of timber, forage, and wildlife, on a sustained yield, and where possible increased yield basis; for the protection of watersheds, i.e., for the regulation of streamflow, reduction of soil erosion, silting, and flood damage, and for protection of irrigation, hydroelectric power, municipal and domestic water supplies; for the preservation of scenic values, and for the development of simple, democratic, and inexpensive forms of recreation; for many other forms of land and resource use; for determining, through research, demonstrating and encouraging the best methods of protection, production, and use of forest land resources.

In 12 regional forest and range experiment stations, and in the Forest Products Laboratory (Madison, Wis.), investigations are conducted in the entire field of forestry and wild-land management, including the growth, protection, and harvesting of timber, management of range lands, efficient and economical utilization of forest products, and research in forest economics, taxation, and forest influences. A Nation-wide forest survey is being conducted to determine our present and potential forest resources.

State and private owners of forest lands receive cooperation from FS in the application of sound forest-management practices, in the maintenance of organized protection of forest lands against fire, and in the distribution of planting stock to farmers for windbreaks, shelterbelts, and farm woodlands. FS cooperates with the States to stimulate development, proper administration, and management of State and community forests, and administers the agriculture conservation program as applied to the naval-stores industry.

Government forest work had its real beginning with the appointment by the Department August 30, 1876, of a special agent to study general forest conditions in the United States. This action was authorized by an amendment to the act making appropriations for the legislative, executive, and judicial expenses of the Government, approved August 15, 1876.

In 1881, a Division of Forestry was created in the Department, but for a long time it received an annual appropriation of less than \$30,000, and could serve as little more than a bureau of information and advice. The Division, which was given permanent statutory rank only in 1886, grew from this small beginning into the Bureau of Forestry (act of March 2, 1901) and finally, as its work expanded, into the Forest Service (act of February 1, 1905).

Meanwhile the act approved March 3, 1891, authorized the President to create forest reserves from timberlands of the public domain. The first forest reserve (now the Shoshone National Forest in Wyoming) was established by Pres. Benjamin Harrison that same year. By act of Congress February 1, 1905, the Forest Reserves (national forests) were transferred from the Department of the Interior to the Department of Agriculture, and the Agriculture Appropriation Act of March 3, 1905, also designated the former Bureau of Forestry as the Forest Service,

In 1908 FS decentralized administration of field work by setting up a number of regional offices, each under a regional forester. In June 1910, the Forest Products Laboratory was established at Madison, Wis., in cooperation with the University of Wisconsin. The Weeks Law of 1911 authorized Federal purchases of lands for national forest purposes. The Clarke-McNary Law of 1924 was the basis for a program of cooperation with the States in fire prevention, farm forest planting, and forestry extension work. From 1933 to 1942, FS supervised a large part of the Civilian Conservation Corps work program.

The establishment of the regional forest experiment stations was permanently authorized by the McSweeney-McNary Act of May 22, 1923. In addition to the stations set up, this act authorized establishment of one station for Alaska, one in Hawaii, and one in the Great Plains and Prairie States, none of which has thus far been established.



In 1930 FS began the first complete survey of forest resources and conditions ever made of the country's 630 million acres of forest land. This Nation-wide Forest Survey was authorized by Congress under Section 9 of the McSweeney-McHary Forest Research Act of 1928. By 1942 some 300 million acres -- or about one-half the total area to be inventoried -- had been covered.

With funds allocated by President Roosevelt, under the Emergency Appropriation Act of June 19, 1934, to the Secretary of Agriculture for planting protective strips of trees in the Plains region as a means of ameliorating drought conditions by giving protection from wind to soil and crops, FS early in the fall of 1934 initiated the Plains Shelterbelt Project. Administrative offices for the project, which was later designated the Prairie States Forestry Project, were established at Lincoln, Nebr., with State divisional offices in the capital cities of each of the States traversed by the belt -- North Dakota, South Dakota, Nebraska, Kansas, Oklahoma, and Texas. The first trees were planted in the spring of 1935 under a plan of leasing the planting sites.

Beginning in the spring of 1936, the work was set up as a cooperative undertaking with the individual farmer. In the following 7 years, 18,600 miles of remarkably successful field shelterbelts were planted in the various States within the project; 30,223 farmers participated in the program. On June 30, 1942, the project was transferred to the Soil Conservation Service, with the understanding that the portion of the project area falling within the State Soil Conservation Districts would be continued as a regular activity of the districts.

Following an appropriation for activities in the interest of flood control after passage of the Omnibus Flood Control Act of 1936, FS participated actively in a number of watershed surveys throughout the country. The first upstream flood-control program adopted in the country following a survey was begun in the Los Angeles River Drainage, most of the work being within the Angeles National Forest.

Following our entry into the war, FS was assigned several major programs in connection with the war effort, including:

**Forest Products Supplies, Production, and Requirements:** Working under agreement with the WPB, CPA, and other agencies, FS collected information, made surveys and otherwise performed services dealing with requirements, supplies, and production of forest products for the war program.

**Emergency Rubber Project:** Secretary Wickard, on March 12, 1942, designated FS as the Department agency to be responsible, in cooperation with other Bureaus, for the administration of this project, which was authorized by the act of March 5, 1942, "to provide for the planting of guayule and other rubber-bearing plants and to make available a source of crude rubber for emergency and defense uses."

**Alaska Spruce Log Program:** FS, at the request of the WPB, surveyed the possibilities of drawing on the spruce stands of the Tongass National Forest of southeastern Alaska for timber urgently needed in aircraft construction, and on June 5, 1942, the Secretary of Agriculture approved an agreement between the Commodity Credit Corporation and FS under which FS, acting as a Corporation agent, conducted a large-scale enterprise for the logging of Alaskan timber. The logging was done by contractors. The logs were rafted and towed some 900 miles for manufacture by mills in the United States.

### Rural Electrification Administration

The Rural Electrification Administration was created by Executive Order 7037, May 11, 1935, under authority of the Emergency Relief Appropriation Act of 1935, approved April 8, 1935. Statutory provision for an agency of the same name was made in the Rural Electrification Act approved May 20, 1936. Transfer to the Department was provided by Reorganization Plan II, effective July 1, 1939. The offices of REA moved from Washington, D. C. to St. Louis, Mo. in March 1942, its return to Washington being authorized in 1945.

REA makes no grants. Under suitable conditions, it lends the entire cost of building rural electric distribution systems. These may include, where necessary, generation and transmission equipment.

In September 1944, by act of Congress, terms of all REA loans were liberalized. Loan periods may be extended up to 35 years. Loans must bear interest at 2 percent, must be repaid within the period of the loan, and must be reasonably secured.

December 31, 1934, only 10.9 percent of the Nation's farms received central station service. A decade later, spearheaded by the work of REA, 43 percent of our farms were electrified.

Statistics indicate an increasing use of power by consumers on REA-financed systems. For example, as of December 31, 1943, systems 61 months of age and older had an average monthly residential use, including farms, of 89 KWH per consumer. This contrasts with an average of 59 KWH per month for consumers on systems from 1 to 36 months of age, and a monthly average of 71 KWH for consumers of all borrowers. On many individual systems present average power consumption exceeds 150 KWH per month.



**Aircraft Warning Service:** In a letter to the Secretary of Agriculture, January 6, 1942, the Secretary of War established an official procedure for placing FS lookout stations in the Army Aircraft Warning System. The War Department made funds available for carrying forward this project during the first 2 1/2 years of the war.

**Forest Fire Fighters Service:** June 12, 1942, the Office of Civilian Defense established a volunteer Forest Fire Fighters Service to aid Federal and State forestry agencies in wartime protection of the forests.

**Facility Security Program:** Under Executive Order 9165, May 19, 1942, and Secretary's Memorandum 1016, June 9, FS was charged with responsibility to take necessary measures to protect timber and related facilities from production interruptions arising out of sabotage or carelessness.

**Quinine Supply Survey:** The Board of Economic Warfare, in September 1942, allocated funds to FS for carrying on a survey of sources for quinine supplies in Colombia, South America.

**Latin American Forest Resources Survey:** With funds provided by the Office of Coordinator of Inter-American Affairs, FS, in November 1942, undertook a Tropical Timber Study in Central America and northern South America. Primary objective of the study was to gather information on local woods as a basis for recommending woods suitable for bridge and culvert construction on the Pan American Highway, the wood ship-building program of the Inter-American Navigation Corporation, and military construction at cantonments, airfields, and military bases. At the invitation of the Chilean Government, an FS mission made a survey of the forest resources of Chile in 1944.

**Program to Stimulate Lumber Production:** February 26, 1943, President Roosevelt approved the proposal of WPB to initiate a program to stimulate lagging production of lumber and other forest products required for war and essential civilian needs. On March 25 WPB asked FS to act as its agent in handling this project. The Timber Production War Project was launched in States east of the Great Plains, with project foresters assigned to aid woodland owners and lumber, pulpwood, and other forest-products operators to meet acute problems of labor, equipment shortages, log supplies, etc. The program resulted in an output of several billion board feet of timber products that otherwise would not have been produced.

Beginning even before Pearl Harbor, work at the Forest Products Laboratory was focused on war problems -- finding wood substitutes for scarce materials, adapting natural or processed wood to military uses, and directly promoting efficient wood use. In providing data and specifications on the use of wood for aircraft, in designing economical crates and containers for all sorts of military supplies and equipment, including anti-aircraft guns, armored trailers, and cars as well as munitions and other supplies, in training inspectors for wood products and packaging, and in broadening the use of plywood, plastics, and other chemical derivatives of wood, outstanding contributions were made.

Several factors account for this gradual increase in the use of power. A wartime shortage of motors, electrical equipment, and electrical appliances prevented many farm families from making planned purchases. Farmers also are still in the process of learning to make full use of power. They tentatively add one piece of productive equipment and, when they find that its use results in saving of time and labor, lowered production costs, and increased production, they make investments in additional equipment. Recent surveys indicate a widespread tendency to add electric milk coolers, milkers, water pumps, quick-freeze chests, brooders, ranges, and plumbing systems as rapidly as they become available.

For the fiscal year ended June 30, 1942, Congress made available \$100,000,000; for the fiscal year ended June 30, 1943, \$10,000,000; for the fiscal year ended June 30, 1944, \$20,000,000; for the fiscal year ended June 30, 1945, \$25,000,000 of Reconstruction Finance Corporation funds; and for the fiscal year ending June 30, 1946, \$200,000. Allotments of \$511,275,947 had been made as of October 31, 1944. On the same date, money actually advanced to borrowers totaled \$400,178,299.

As of July 31, 1945, 840 borrowers were operating 428,927 miles of line and serving 1,303,608 rural consumers. As of June 30, 1945, \$75,810,770.56 was due in principal and interest on outstanding loans. Payments received totaled \$94,588,561.75. Advance payments, thus, aggregated \$19,274,183.99 from 680 borrowers, and \$120,573.69 was due from 84 borrowers.

Lines financed by REA are today serving Army camps, Navy and Coast Guard stations, cinnabar and manganese mines, oil wells, vocational training centers, and a variety of rural industries. REA service makes power available to war industries in areas previously unelectrified. This contributes to the total of available plant capacity in rural regions. Perhaps the most important service of REA consists in making electricity available for the production and conservation of protein-, vitamin-, and mineral-rich foods. This is particularly vital as a means of increasing food production and meeting wartime labor shortages.

The Rural Electrification Act of 1936 provided for a 10-year program totaling \$400,000,000 or \$40,000,000 a year. In 1944, both time and gross amount limitations were removed. The loan fund was increased to \$140,000,000 in the fiscal year ended June 30, 1939, and to \$100,000,000 for the fiscal years ended June 30, 1941 and June 30, 1942. All but \$40,000,000 of the fiscal 1939 loan fund, and all of the fiscal 1941 and 1942 loan funds consisted of Reconstruction Finance Corporation money.

#### Soil Conservation Service

Soil erosion as a menace to the agriculture of the United States received formal recognition in 1929 when the Buchanan Amendment to the Agricultural Appropriation Bill for the fiscal year 1930 was adopted by Congress February 16, 1929. The amendment provided \$160,000 to be used by the Secretary of Agriculture in conducting soil-erosion investigations.



During the same year regional soil-erosion experiment stations were set up on carefully selected erosion and agricultural type areas under the direction of the Bureau of Chemistry and Soils in cooperation with the Bureau of Agricultural Engineering. A portion of the funds appropriated for this work was assigned to the Forest Service to supplement and carry on research which had been under way for several years to study the influence of forest cover on run-off.

The Agricultural Appropriation Act for the fiscal year 1932, enacted February 23, 1931, contained an appropriation of \$330,000 specifically to enlarge the activities of the erosion and water conservation research stations, 10 of which were established. New information with respect to both the erosion process and methods of control was rapidly acquired on these stations.

Further impetus was given soil-erosion studies when, in June 1933, Congress passed the National Industrial Recovery Act, Section 202b of which provided for erosion control work as a means to unemployment relief. Three months later, September 19, 1933, the Soil Erosion Service was established without formal departmental order as a temporary agency of the Department of the Interior to carry out the provisions of the National Industrial Recovery Act relating to the prevention of soil erosion, and to administer expenditures of Public Works Administration allocations for this purpose.

The Soil Erosion Service, during approximately 18 months of operation under Interior, put into effect an extensive demonstration program throughout the country. Forty-one soil and water conservation demonstration projects were established and about 50 Civilian Conservation Corps camps were assigned to erosion control work under supervision of the Service.

Funds, personnel, property, and equipment of the Service were transferred to the Department of Agriculture by an Administrative Order, signed by the Federal Emergency Administrator of Public Works March 23, 1935, and approved by the President March 25, 1935. This Order cited Executive Orders 6252, August 19, 1933, and 6929, December 26, 1934, as authority for the action.

March 27, 1935, the Secretary of Agriculture, by Memorandum 665, ordered the consolidation, to become effective April 1, 1935, of all Department erosion-control activities. This order automatically expanded the organization to include the erosion-control experiment stations of the Bureaus of Chemistry and Soils and of Agricultural Engineering, the erosion nurseries of the Bureau of Plant Industry, and the emergency conservation work camps previously assigned to the Forest Service for erosion-control work on agricultural lands.

In the meantime several Congressional committees were considering legislation to create a permanent Federal agency for soil-erosion control. As a result, on April 27, 1935, and following passage by both Houses without a dissenting vote, the President approved the Soil Conservation Act of 1935.

This law specifically established within the Department a Soil Conservation Service for the development and prosecution of a long-time program of soil and water conservation. The law provided that existing facilities should be used in the formation of the new Service. The Acting Secretary of Agriculture, in Memorandum 673, April 27, 1935, ordered that the Soil Erosion Service become the Soil Conservation Service with status as a regular bureau of the Department.

Gradual broadening of the program began with the transfer of 150 Civilian Conservation Corps camps from the Forest Service and assignment of more than 300 additional camps to the Service in the summer of 1935, in order to extend demonstrations to wider areas.

In the Omnibus Flood-Control Act of June 1936 Congress delegated both the Secretary of War and Secretary of Agriculture to prosecute a national flood-control program. To carry out the Department of Agriculture's portion of this program, the Secretary, in a memorandum to bureau chiefs, November 30, 1936, revised by Memorandum 890, February 27, 1941, delegated cooperative responsibility to the Forest Service, Bureau of Agricultural Economics, and the SCS, with the Office of Land Use Coordination as the coordinating agency within and outside the Department. Subsequently the Service participated in a cooperative program relating to waterflow retardation measures on upstream farm and range lands. FS. handles the work on forest lands, and the Bureau of Agricultural Economics estimates cost and benefits and handles economic problems.

Work accomplished thus far has largely concerned preliminary and detailed surveys required in advance of actual remedial operations. All flood-control work was suspended for the duration of the war as of July 1, 1943, in accordance with desires of the President and the Bureau of the Budget to curtail activities not specifically necessary in prosecuting the war.

During August 1937, SCS began cooperating actively with soil conservation districts organized by farmers under State laws. This action was taken in order to follow through with basic principles for soil conservation work on agricultural lands of the United States as laid down in the Report of the Secretary's Committee on Soil Conservation, approved by the Secretary June 6, 1935. The Committee had recommended and the Secretary had approved "that on and after July 1, 1937 . . . all erosion control work on private lands, including new demonstration projects, be undertaken by the SCS only through legally constituted soil conservation associations."

From that date, therefore, the work of the Service began to change from a demonstrational character to a program designed primarily to lend assistance to farmers and ranchers in soil conservation districts, and to cooperate with such districts to the limit of the agency's available resources. By the end of 1944 soil conservation district acts had been adopted by 45 States, and 1,188 districts had been established, including 658,000,000 acres of land and more than 3 million farms. SCS is actively cooperating with these districts, furnishing, on request by the districts to the Department, chiefly technical assistance, loan of equipment, and certain planting materials not readily available through commercial sources.

In July 1938, the Secretary of Agriculture directed SCS to participate with the Bureau of Agricultural Economics and Farm Security Administration in the water facilities program as authorized by the Pope-Jones Act of 1937. The work consisted of helping farmers and ranchers in low-rainfall areas of 17 western States in building up water supplies through new installations, repair or enlargement of existing facilities, and developing conservation management plans for the farms and ranches where the work was carried on.

October 6, 1938, the Secretary of Agriculture announced a realignment of Department functions and specifically assigned to SCS: (1) The land-utilization



program authorized by Title III of the Bankhead-Jones Farm Tenant Act, previously administered by the Bureau of Agricultural Economics; (2) drainage and irrigation investigations formerly conducted by the Bureau of Agricultural Engineering; and (3) certain action phases of the Cooperative Farm Forestry Programs authorized by the Norris-Doxey Act of 1937. This consolidated in a single agency all erosion, flood-control, and related activities involving actual physical work on farm lands, predominantly agricultural watersheds, and certain other areas.

April 19, 1940, Reorganization Plan No. IV announced, along with other changes in governmental structure, the transfer to the Department of the Interior of functions, moneys, property, and personnel of SCS with respect to soil and moisture conservation operations on lands under the jurisdiction of Interior. This transfer involved work, except research studies, previously carried on by SCS on public lands such as Indian Reservations in the West.

February 23, 1942, following this country's entrance into war, by Executive Order 9069, SCS, with the Agricultural Adjustment Administration, Federal Crop Insurance Corporation, and Sugar Division, was made part of an Agricultural Conservation and Adjustment Administration for the war's duration and six months following its termination. On December 5, 1942, by Executive Order 9280, SCS became part of the Food Production Administration.

The Service's soils inspection and correlation work was transferred to the Bureau of Plant Industry by Secretary's Memorandum 1020, June 23, 1942. Effective July 1, 1942, as specified in Secretary's Memorandum 969, January 12, 1942, work of the Service under the Water Facilities Act of 1937 was transferred to the Farm Security Administration.

SCS activities under the Farm Forestry Act were expanded to include the Prairie States Forestry Project by authorization of Secretary's Memorandum, June 30, 1942. This consolidated within the Service supervision of shelter-belt planting and of related conservation activities of farmers and ranchers in soil conservation districts in the prairie-plains area.

April 19, 1943, the SCS was made part of the War Food Administration. It became an independent agency under the War Food Administrator January 21, 1944.

In accordance with General Departmental Circular No. 39, issued May 2, 1944, SCS established a new Water Conservation Division June 30, 1944, "to provide facilities for appropriate consideration of proposed activities and operations, together with related research, in the water conservation, utilization, and disposal fields and to make these facilities available to other agencies of the Department which have responsibilities for action activities in these fields."

Administrator's Memorandum 27, Revision 1, Amendment 6, March 30, 1945, authorized transfer to SCS of all functions of the Farm Security Administration relating to the water conservation and utilization programs of the War Food Administration in the Great Plains and arid and semiarid areas of the United States, as authorized by the Case-Wheeler Act of August 11, 1939, as amended, and the item entitled "Water Conservation and Utility Projects" in the Interior Department Appropriation Act, 1940, as supplemented and continued available by

subsequent legislation, together with the personnel, funds, and property primarily concerned with the functions transferred. The transfer was effected July 1, 1945.

The functions, funds, personnel, and property of the Office of Production relating to soil conservation and land-use activities were transferred to SCS by Revision 1 of Administrator's Memorandum 27, December 13, 1944. The transfer was effective January 1, 1945, with SCS assuming the responsibilities of formulating policies and developing standards and criteria to guide WFA agencies in matters pertaining to conservation, development, and use of soil and water for war production.

Certain functions of SCS, which dealt with the Cooperative Farm Forestry Program as authorized by the Cooperative Farm Forestry Act of May 18, 1937, were transferred to the Forest Service, together with the property purchased from the Morris-Doxey funds primarily concerned with the functions transferred. This transfer, in accordance with General Departmental Circular 67, dated June 20, 1945, became effective July 1, 1945.

When the War Food Administration was terminated by the President's Executive Order 9577, June 29, 1945, SCS continued its functions as an independent agency directly responsible to the Secretary.

### STAFF AGENCIES

#### Bureau of Agricultural Economics

The Bureau of Agricultural Economics is the central statistical and economic research agency of the Department. It collects, analyzes, and publishes a wide variety of facts about agriculture, including the following fields: Production data, demand and supply, prices, costs and income, marketing, transportation, labor, agricultural finance, farm management, credit, taxation, land and water utilization, and other aspects of agricultural production and distribution.

BAE also conducts studies of rural population problems, standards of living, and rural attitudes. Its agricultural research and analyses help provide facts needed by the Department in forming national administrative policies. Thus the Bureau assists in the formulation of Department-wide policies and insures integration of current research data with the work of policy making.

Although an agricultural section was established in the Patent Office in 1839 and authorized to expend \$1,000 "for agricultural statistics and other agricultural purposes," it was not until a year after the establishment of the Department of Agriculture in 1862 that a separate Division of Statistics was created. The statistical work started in 1862 has been continued and is today one of the chief activities of BAE.

Estimates of acreages and yields of the chief crops have been obtained since about 1865 or 1866, but this work has been gradually expanded and statistics are currently gathered relating to the whole agricultural field. The Division of Statistics was given Bureau status in 1903 and was designated as the Bureau of Statistics and Crop Estimates in 1913, which was then changed to the Bureau of Crop Estimates in 1914.



An Office of Markets, established in 1913, undertook studies on cooperative marketing and on methods; costs, storage, and other marketing problems. It combined with the Rural Organization Service in 1915 to form the Office of Markets and Rural Organizations which, in 1917, became the Bureau of Markets.

An Office of Farm Management, set up within the Bureau of Plant Industry in 1905, was made a separate office under the Secretary in 1915. In 1919 it was named the Office of Farm Management and Farm Economics, and in 1920 became an independent office within the Department by statute. At first this Office studied farm practices but, in 1910, it began to emphasize agricultural economics, giving increased attention to agricultural costs, prices, and similar studies.

In 1922 the three separate units whose history has been described were consolidated into the Bureau of Agricultural Economics. The Bureau of Markets and the Bureau of Crop Estimates had been consolidated July 1, 1921. A central administrative control was thus provided over the three functions of commodity statistics, marketing data and regulation, and cost and farm management studies.

In 1922 the basic BAE divisions were thus organized and functioning. They were somewhat modified but their functions remained substantially the same until 1939. Important additional functions came in 1930, with the formation of the Division of Foreign Agricultural Service and, in 1937, with the acquisition of the land utilization divisions from the Resettlement Administration (Executive Order 7530, December 31, 1936).

In accordance with Secretary's Memorandum 785, October 6, 1938, effective October 16, 1938, the Project Planning and Project Development Divisions of the Bureau were transferred to Soil Conservation Service, where they became the Land Management Division. At the same time, the Land Use Planning Section was abolished and its functions and personnel transferred to the Bureau's Division of Land Economics. These changes took place gradually between September 1, 1937 and July 1, 1939. January 13, 1939, Secretary's Memorandum 803 assigned the Bureau responsibility for all Department reports of an economic and social character regarding flood control.

In 1939 a general reorganization of the Department took place, pursuant to Secretary's Memorandum 782, October 6, 1938, effective July 1, 1939, and BAE became an agency for "general agricultural program planning and economic research service for the Secretary and for the Department as a whole." The commodity regulation, foreign service, and land utilization functions were removed, and program and discussion functions were brought in under new divisions.

The Chief of BAE was placed in charge of the Agricultural Adjustment Agency's Program Planning Division. The Division of Crop and Livestock Estimates was transferred to Agricultural Marketing Service.

Executive Order 9069, February 23, 1942, restored the Division of Agricultural Statistics of Agricultural Marketing Service (formerly the Division of Crop and Livestock Estimates) to BAE, where it has since remained without basic administrative change. Secretary's Memorandum 1042, October 13, 1942, gave BAE responsibility for all statistical work in the Department.

July 1, 1945, BAE comprised these administrative units, their beginnings having been computed as of their organization within the Bureau: Office of the

Chief (since 1922); Division of Farm Management and Costs (since 1924); Division of Agricultural Finance (since 1922); Division of Land Economics (since 1922 with changes); Division of Statistical and Historical Research (since 1922); Division of Farm Population and Rural Welfare (since 1922); Division of Economic Information (since 1922); Division of Agricultural Statistics (since 1942); Division of Program Surveys (since 1938); Division of Marketing and Transportation Research (since 1938); Division of Program Study and Discussion (since 1938); Division of Program Analysis and Development (since 1942).

The Bureau has 8 regional offices which carry on work of the Divisions of Farm Management, of Farm Population and Rural Welfare, and of Land Economics. The Agricultural Statistics Division has 45 offices in the field, 41 of which compile information by States, 2 of which are statistical research laboratories (one at Ames, Iowa, the other at Raleigh, N. C.) and 2 of which specialize in dairy statistics and livestock statistics respectively. Of the 41 State field offices, 38 serve individual States and the other 3 serve the New England States, Maryland and Delaware, and Utah and Nevada. Twenty-nine of the State offices function in cooperation with appropriate State governmental agencies (25 States) or colleges (8 States).

#### Office of Budget and Finance

Under the supervision of the Director of Finance, who also serves as Budget Officer, the Office of Budget and Finance is responsible for the budgetary, financial, and related affairs of the Department. Through its own staff and through coordination of financial administration of the various departmental agencies, the Office directs and supervises budgeting, accounting, purchasing, auditing, and related functions. These functions are exercised by means of an office organization comprising the Office of the Director and six Divisions: Estimates and Allotments, Accounting, Audit, Corporate Fiscal Service, Fiscal Management, and Purchase, Sales, and Traffic.

B&F was established June 1, 1934, when the activities of the Office of Personnel and Business Administration were divided among three separate staff agencies within the Office of the Secretary to facilitate handling agricultural programs (Secretary's Memorandum 646, May 17, 1934). Until their consolidation within OPBA April 7, 1925, financial operations had been performed through various units and individuals of the Secretary's Office (Secretary's Memorandum 530, April 7, 1925).

The Division of Estimates and Allotments serves as the departmental agency to supervise the formulation and presentation of estimates of appropriations, and is responsible for the allocation and apportionment of departmental funds. It also designs and prepares budgetary reports for use within and outside the Department, and assists in the development and Budget Bureau clearance of legislative proposals and recommendations. Functions connected with the operation of the Budgetary Project System were assigned in 1935 to an Assistant to the Director of Finance and later were incorporated with the regular functions of the Division of Estimates and Allotments. The Division also takes the leadership in developing and in encouraging the development of improved budgetary relationships, procedures, methods, techniques, and standards for use throughout the Department.



Accounting functions of B&F are exercised by the Division of Accounting, which maintains a departmental control accounting system; reviews claims, authorizations, cases of fiscal irregularity, and communications to and from the Comptroller General; and collaborates with other Government agencies in devising improved accounting procedures. As a service to several offices (including the component units of the Office of the Secretary), a Bureau Accounting Service is maintained in the Division to perform the operating accounting and fiscal work for these organizations.

The Division of Audit serves as a technical consulting staff on matters of policy, standards, techniques, and programs in connection with commercial and other type audits of the activities of the Department. The Division provides guidance in planning and developing internal audit staffs and programs within the various Department agencies and collaborates in the preparation of internal audit manuals, etc. It also serves as liaison with the General Accounting Office in connection with its audits of the various agencies and corporations within the Department.

The Division of Corporate Fiscal Service provides assistance to the corporations and credit agencies in the Department in connection with their problems. The Division is responsible for reviewing financial reports submitted by the corporations and credit agencies to determine that the reports are prepared in accordance with requirements of regulations and over-all Departmental policy, and for the preparation of consolidated financial statements which reflect the status of funds available to the Department.

The Division of Fiscal Management assists in the development of improved and simplified management and operating methods and procedures, particularly in the budgetary and fiscal field. For example, the Division is working on improvement in the control and management of areas of expense such as travel, communications, and automotive equipment, where management needs operating and budget standards of performance. Ways of identifying and analyzing administrative expenses, work loads, and the like are being developed. The Division is also responsible for the Management Improvement Program (jointly with the Office of Personnel) and for the Departmental Forms Management Program.

The Division of Purchase, Sales, and Traffic exercises general management of the Department's procurement and related activities; directs the development of procurement and sales procedures and their establishment in the Department; collaborates, through committee membership and otherwise, with other Federal agencies in establishing policies and procedures affecting procurement, warehousing, and related functions for all Federal agencies; directs the decentralization of procurement, sales, and surplus property functions in the Department and a continuing review of such functions to insure compliance with laws, regulations, and effective and economical practices; and acts as the Department's liaison with extradepartmental agencies on procurement, standard specifications, warehousing, surplus property, and other matters affecting the Department's supply needs.

A small group of staff assistants to the Director, to serve as liaison officers and budget examiners in connection with programs of the Department, was added to the Office of the Director after March 1941, when essentially the present alignment of functions within B&F was effected.

## Office of Foreign Agricultural Relations

The Office of Foreign Agricultural Relations is charged with responsibility for investigating and reporting agricultural and related developments abroad, and coordinating the activities of the Department in the foreign field. Its authority and functions are outlined in Public Law 304, 71st Congress, June 5, 1930 (46 Stat. 497) and in Secretary's Memorandum 825, June 30, 1939, issued in accordance with the provisions of that act.

The history of FAR goes back to the establishment of the Department in 1862. Since that time there has been a unit in the Department charged with the responsibility of collecting, interpreting, and disseminating information on foreign production and consumption of farm products and on factors that affect foreign competition and demand for such products. The primary objective at all times has been to encourage and promote the agriculture of the United States and to assist U. S. farmers in adjusting their operations and practices to meet world conditions.

The research, reportorial, and advisory functions of these units gradually were broadened over the years as new responsibilities and duties were added to the Department's work in the foreign field. These increased responsibilities were accompanied from time to time by such organizational changes as were necessary to make them effective. For example: In 1917, a Foreign Markets Investigations Division was set up in the Bureau of Markets to function in the foreign field. In 1922, this Division became the Foreign Section of the Division of Statistical and Historical Research in the newly established Bureau of Agricultural Economics.

A more effective service was made possible by the passage on June 5, 1930, of Public Law 304, 71st Congress (46 Stat. 497) establishing a separate Foreign Agricultural Service Division in the Bureau of Agricultural Economics. On December 1, 1938, as a part of a general reorganization of the Department this Division was transferred to the Office of the Secretary. Finally, as a result of the President's Reorganization Plan No. II, the Foreign Agricultural Service on July 1, 1939, became the Office of Foreign Agricultural Relations (Secretary's Memorandum 825, June 30, 1939).

In the investigational and reportorial fields, the Office collects and disseminates information on agricultural developments abroad. This includes the collection and dissemination of spot news on crop and livestock production and marketing developments abroad, foreign price trends, stocks, imports and exports, and consumer purchasing power; and such other developments as influence the supply and demand for farm products in foreign countries. It also includes carrying on and disseminating the results of specialized research on trends and potentialities of competitive foreign agricultural production; factors influencing the marketing in foreign countries of our agricultural surpluses; nature and tendencies of foreign government policies affecting agricultural production, marketing, and foreign trade in farm products; and general economic conditions abroad as they affect the demand for farm products.

In keeping itself informed with respect to foreign developments, the Office depends mainly on the United States Foreign Service (agricultural attaches, and consular and diplomatic representatives abroad) which report regularly under



schedules prepared by the Office; on agricultural specialists which the Office itself sends abroad from time to time; on liaison and informational exchange with the Ministries of Agriculture and other agricultural agencies of the various governments of the world; on collaboration with the various international agricultural organizations; and on foreign governmental and private crop and market reports, and other publications.

In the administrative and advisory fields, the Office is authorized to plan, direct, and coordinate participation by the Department in the general program of cooperation between the Governments of the United States and of the other American Republics; to represent the Department in the negotiation of reciprocal trade and other international agreements affecting agriculture; to coordinate the relations of the Department of Agriculture with the Department of State and other agencies of the Government in matters affecting foreign trade in farm products and allied problems and policies; and, through its Director, to represent the Secretary of Agriculture on various interagency and interdepartmental committees concerned with policies in the field of foreign trade in farm products and related subjects. The Director, moreover, has responsibility for recruiting and recommending qualified agricultural technicians to the Department of State for appointment to the United States Foreign Service for work in the agricultural field.

The economic fact-finding and fact-interpreting activities of the Office supplement the information collected by the Department in the domestic field. Thus American farmers and business organizations handling farm products are kept informed of important developments abroad that affect their interests.

The work of the Office is conducted mainly through three branches and two divisions attached directly to the Director's Office. These are the International Commodities Branch, Regional Investigations Branch, Technical Collaboration Branch, Division of Foreign Information and Statistics, and Division of Administration.

#### Office of Information

The functions of the Office of Information include the planning, coordination, and direction of the informational activities of the Department and the dissemination of information arising from action, research, regulatory, and service programs, through publications, press, radio, motion pictures, and exhibits. The Office also has responsibility for preparation of the Department's Yearbook.

The act creating the Department stated that its "general designs and duties" should be "to acquire and diffuse among the people of the United States useful information on subjects connected with agriculture in the most general and comprehensive sense of that word." Soon after 1836, the reports of the Commissioner of Patents grew so full of agricultural material that a man especially qualified in the field of agriculture was employed to edit and, in part, to write what eventually became an annual book on agricultural matters.

This book contained articles by outside writers, reports, and replies to correspondence. Subsequently the annual books issued by the Department assumed the same character, though they began with the annual report of the Commissioner or the Secretary of Agriculture. Later, monthly reports were issued to supplement the annual book.

The necessity for considerably increased publication of agricultural information in readily usable form was first fully realized in 1889. It was about this time that the advisability of issuing farmers' bulletins prepared in popular form was suggested. A division to have general supervision of all publications issued by the Department also was established in 1889.

Advance sheets of every bulletin and publication then began to be prepared for the press, press associations, agricultural and other weekly periodicals, agricultural writers, and any journalists or editors who applied for them. This work was carried on in the Office of the Secretary. The response was excellent and the service increased.

In 1913 Secretary Houston established an Office of Information in the Office of the Secretary. He specifically stated, "The material sent out by this Office is limited entirely to making known the facts of discovery and the official rulings of the Department." This Office was separate and distinct from the old Division of Publications which continued as before.

In 1920 Secretary Meredith placed the Office of Information, Office of Exhibits, motion-picture work, and Division of Publications under one head, selecting the former Chief of Publications as the Director of this enlarged Office of Information. Subsequently, the motion-picture and exhibits work was detached and, in 1923, went from the Secretary's Office to Extension Service.

May 1, 1925, Department information work was consolidated by reestablishing the Office of Information under the supervision of a director (Secretary's Memorandum 523, April 2, 1925). Publications, press, and radio were thus united. The head of this Office made a formal report for the first time in 1929 and signed as Director of Information.

Since 1925 the Director of Information has been responsible for directing, integrating, and coordinating all Department informational activities. He also had wartime authority to supervise personnel of the several agencies engaged in informational activities and to transfer such personnel among the Department's agencies (Secretary's Memorandum 1054, December 10, 1942).

In 1942 the Offices of Motion Pictures and of Exhibits returned to the Office of Information from Extension Service. Duplicating activities performed by eight bureaus and certain photographic and photostatic activities performed by six bureaus were transferred to the Office of Information by order of the Secretary on various dates after July 10, 1942 (Secretary's Memorandum 1023, July 11, 1942). The photographic and duplicating service was transferred to Plant and Operations July 1, 1943 (Secretary's Memorandum 1094, July 13, 1943).

#### Library

The Department Library was established as the National library in the field of agriculture, and it continues to fulfill that purpose in increasing measure. Through five major divisions, it is responsible for supervising and directing the Department's library and bibliographical work and for providing library and bibliographical services in an integral part of the administrative, research, and agricultural programs of the Department.



The Library originated in the Agricultural Division of the Patent Office, created in 1839. From that time until the establishment of the Department in 1862, it may be assumed that at least a small portion of the appropriations authorized for collecting agricultural statistics was spent for books necessary in compiling the statistics.

The Organic Act of 1862 directed the Commissioner of Agriculture "to acquire and preserve . . . all information concerning agriculture which he can obtain by means of books and correspondence . . .," but it was not until 1864, while Isaac Newton was Commissioner, that the first definite library appropriation was authorized. The sum of \$4,000 was allotted the Library and Laboratory jointly in the act appropriating funds for the fiscal year 1865.

The first separate appropriation for the Library was made in 1870, and amounted to \$1,000, exclusive of salaries. Appropriations became annual thereafter, first covering expenses other than salaries, then later covering all operating costs.

No information is available as to the exact size of the collection when the books in the Agricultural Division of the Patent Office were transferred to the new Department of Agriculture, but it was probably small, as no separate room was set aside for the Library until 1868, when, with other offices of the Department, it was moved to the newly completed administration building and housed in the western end of the first floor. Larger quarters on the second floor were made available in 1887, for the Library by this time had expanded to 20,000 volumes due, in part, to having entered upon a system of exchange with foreign governments, societies, and individuals.

Removal of the Library to the ground floor of the East Wing of a new fire-proof Department building took place in 1908, when the collection approximated 100,000 items. This space was sufficient for only three years' growth, and by 1912 the greater part of the basement of the East Wing was occupied by the Library, with many books in cases in the corridors.

Although plans called for the erection of a new administration building with adequate Library quarters, crowded conditions demanded immediate adjustment, so in January 1915 the Library was moved to the Bieber Building, 1358 B Street, S.W.; 12,270 square feet in all, the whole of the first floor and part of the basement, were taken over. Permanent quarters, especially planned for its use, were provided in 1932 by the erection of the South Building.

It was, by this time, known as the Main Library, for the Library of the Department was not, as the name implies, a single unit, but had become actually a system of libraries composed of the Main Library and a number of bureau libraries, each with its own librarian and staff. The books in these bureau libraries were the property of the Main Library, and were in large part purchased from the Department Library's appropriation.

Executive Order 9069, February 23, 1942, consolidated these units into the present Department Library, representing in excess of half a million volumes, not only serving the Department's needs in Washington but also those of the staff in the field through a series of 9 branches, 14 subbranches, and 10 stations. Great extension of service has resulted, the circulation of books and periodicals for the fiscal year 1945 being 1,659,602.

Coincidental with the growth of the service and the collection has been the increase in Library-sponsored publications. After the consolidation of libraries, a monthly Bibliography of Agriculture was developed. It was issued in parts, each devoted to a particular subject field. In July 1943 this was replaced by a single issue, considerably broadened in scope. This Bibliography attempts to organize all the information contained in current agricultural literature regardless of the form of the publication or the language in which it was originally produced. The total number of articles listed each year exceeds 50,000.

Intensified war programs of the Department and of the other war agencies, both civil and military, greatly increased the need for up-to-the-minute information on varied subjects. Reference and circulation work have more than quadrupled since the fiscal year 1942.

### Office of Personnel

The Office of Personnel directs all phases of personnel management within the Department to aid officials in making the most effective use of their human resources. It assumes, as a major duty, responsibility for integrating the personnel program with the research, technical, regulatory, inspection, and administrative programs of the Department. It develops and promulgates personnel policies and establishes and directs the maintenance of standards for organization, position classification, salary administration, recruitment, placement, transfer, promotion, training, employee relations, safety, health, and investigations. It also acts as liaison office on matters of personnel administration with all governmental or private agencies concerned with the work of the Department. Bureau personnel offices are responsible for the personnel programs within the various bureaus.

The fiscal year 1944-45 marked the twentieth year of organized personnel administration in the Department. Secretary's Memorandum 530, April 7, 1925, established the Office of Business and Personnel Administration which included, under the Branch of Personnel, the Salary Classification Office, old Office of Personnel, and personnel section of Office of Inspection. The present Office of Personnel was created effective June 1, 1934, and placed under the supervision of a Director of Personnel, who is also Chief Personnel Officer of the Department (Secretary's Memorandum 646, May 17, 1934).

In order to accomplish its objective, the Office has emphasized the greatest possible delegation of appointment, classification, and disciplinary authority down the line and seeks to have it clearly understood that personnel management responsibilities are a substantial part of the managerial functions that affect every executive, from the chief administrative officials to the supervisors of the smallest units.

Control of personnel administration is largely vested in the Secretary, who in turn delegates to the Office much of his responsibility for this phase of management. Increasingly, the role of the Office becomes more that of a policy and basic procedures and service agency and less that of an agency directly handling personnel actions. A good illustration of the present trend of delegation of authority is in the field of employment where, of 146,872 personnel actions effected throughout the Department in the last fiscal year, only 1.7



percent were required to be submitted to the Director of Personnel before being effected by the bureau concerned. It is Office policy to delegate generously but to follow that delegation by a constant flow of education, stimulation, and service.

The Office encourages the development of strong bureau personnel offices, uniformity in the Department's personnel work to foster quality and efficiency, and the greatest measure of helpful service and just treatment for the individual employee.

The organization which executes the Secretary's responsibilities for personnel administration remains basically unchanged and continues to be comprised of six major Divisions: Classification, Employment, Organization and Personnel Management, Personnel Relations and Safety, Training, and Investigations.

#### Office of Plant and Operations

The functions and responsibilities of the seven organizational units comprising the Office of Plant and Operations may be summarized as follows:

The Office is responsible for the conservation and utilization of the equipment resources of the Department, and for relationships with the Bureau of the Budget and the Procurement Division of the Treasury Department, on matters pertaining thereto; departmental representation on the technical operational services of topographic and planimetric mapping operations and liaison with the Budget on map production methods, costs, and operations, and with the War and Navy Departments on classification of aerial photography; development of standard specifications where engineering principles are involved and decision on all engineering questions of controversial character in connection with awards of contracts; mileage administration; housing of departmental activities both in the District of Columbia and in the field; communications and records management service and programs; administrative-services functions for the Office of the Secretary; departmental storeroom and supply, motor transport, and photographic and duplicating services.

April 7, 1925, the Secretary of Agriculture issued Memorandum 530, consolidating into a centralized Office of Personnel and Business Administration, under a Director, nine separate and independent business and personnel offices operating under the Office of the Secretary. OPBA was then organized into two major units -- the Branch of Personnel and Branch of Business and Fiscal Operations. The Branch of Personnel was responsible for the personnel classification and organization phases of the work, and the Branch of Business and Fiscal Operations was assigned responsibility for all the remaining functions of the consolidated office.

The Secretary, by Memorandum 646, May 17, 1934, directed and made effective June 1, 1934, readjustment of the work and functions of OPBA; setting up for

this purpose three separate coordinate units under the Office of the Secretary, as follows:

(1) Office of Personnel, under a Director; (2) Office of Budget and Finance, under a Director of Finance; (3) and Division of Operation, under a Chief of Division, who was also designated Real Estate Officer of the Department and personnel and administrative officer for the internal operation of the Office of the Secretary.

The Division of Operation was the outgrowth of the Office of the Chief Clerk of the Department. The organic act of the Department (act of May 15, 1862) specifically authorized the Commissioner of Agriculture to appoint a chief clerk, and this position was continued in the Department until 1931. At that time the duties of the Office were substantially as described under (3) in the preceding paragraph, except that they then included the operation of the Department's mechanical shops and power plant and responsibility for the cleaning, care, maintenance, and guarding of the Department's buildings and grounds in the District of Columbia.

These latter functions were transferred to the National Park Service, Department of the Interior, by Executive Order 6166, June 10, 1933. By order of the Director of Personnel and Business Administration, issued February 13, 1931, the name of the Office of the Chief Clerk was changed to Division of Operation, with the head thereof designated as Chief. In order to meet the rapidly expanding needs of the Department, the Secretary, effective March 1, 1939 (Memorandum 809, February 27, 1939), changed the former Division of Operation to the Office of Plant and Operations, and greatly increased the scope of its functions, responsibilities, and operations.

Under this secretarial order, in addition to enlargement of the functions previously assigned to the Division of Operation, there were transferred to the new P&O responsibility for general supervision of the Technical Advisory Board and the departmental service and management functions of the Research Center at Beltsville, Md. This latter responsibility was subsequently transferred to the Agricultural Research Administration by Secretary's Memorandum 986, February 25, 1942.

The Chief of P&O was also designated Real Estate Officer for the Department and delegated to sign "for the Secretary" such leases for space and related instruments as are required by the Department regulations signed by the Secretary or Acting Secretary. Since March 1, 1939, numerous additions to and changes in the functions and responsibilities of P&O have been made, the details of which will not be mentioned here.

Responsibility for the following departmental functions and operations was transferred to P&O from the Office of Budget and Finance May 1, 1942: Central Supply Section, Passenger Unit, and Surplus Property Unit (Secretary's Memorandum 990, Supplement 1, April 18, 1942). Responsibility for matters relating to the acquisition, transfer, and disposal of surplus property was subsequently retransferred to B&F under General Departmental Circular 31, Supplement 1, April 7, 1945. The other two units are now the Central Supply Division, and the Passenger Transportation Service of the Communications Division.



The central departmental photographic and duplicating services were transferred to the jurisdiction of the Office of the Secretary from the Office of Information, and the Chief of P&O was directed to assume responsibility for the activities in accordance with Secretary's Memorandum 1094, July 13, 1943.

#### Office of the Solicitor

A Solicitor for the Department was appointed in the Office of the Secretary pursuant to the Agricultural Appropriation Act for 1906, and the act of May 26, 1910, providing that "the legal work of the Department of Agriculture shall be performed under the supervision and direction of the Solicitor." Until April 1, 1935, when the Office was, by act of Congress, established as a separate unit, it functioned as part of the Secretary's Office.

During this period, inasmuch as the principal functions of the Department were in connection with research, scientific, and limited regulatory and custodial activities, a relatively small group of lawyers and their clerical assistants were able to perform the necessary legal work of the Department. However, with the inauguration of the many "action programs" by the Department since 1933, the scope of the legal work, which the Office of the Solicitor has been called upon to perform, and the staff required therefor have increased considerably.

February 9, 1935, the staff of the General Counsel of the Agricultural Adjustment Administration was integrated with the Office. January 4, 1937, the staff of the General Counsel of the Resettlement Administration was likewise transferred to the Office. The legal work of the Commodity Credit Corporation, Farm Credit Administration, and Rural Electrification Administration was transferred to the Office July 1, 1939.

On the other hand, the legal work was reduced as a result of the transfer from the Department of Agriculture of the Biological Survey to the Department of Interior and of the Bureau of Public Roads to the Federal Works Agency July 1, 1939; and of the Food and Drug Administration to the Federal Security Agency and the Weather Bureau to the Department of Commerce July 1, 1940.

The most recent augmentation of the Office by transfer took place in January 1943. At that time, pursuant to Executive Order 9280, December 5, 1942, which directed the Secretary to assume full responsibility for and control over the Nation's food program, the legal functions of WFB having to do with the food program were transferred to the Office.

In July 1942 the Office was adjusted to substantially its present form. Now there are 14 Washington and decentralized divisions under the direction of 8 Associate Solicitors. The field offices, which had previously operated under the supervision of specific divisions in the Washington office, were combined into 11 regional offices performing all types of legal work within their respective geographic areas, 10 regional offices in the United States, and 1 regional office in Puerto Rico.

PART 3AGENCIES TRANSFERRED FROM OR ABOLISHED AND CONSOLIDATED WITHIN THE DEPARTMENTCertain Scientific Agencies

The Bureau of Biological Survey, the work of which originated in the old Bureau of Entomology, was created in 1906 and was transferred to the Department of the Interior to become part of the Fish and Wildlife Service July 1, 1939.

The Bureau of Public Roads, created in 1918, was transferred July 1, 1939 to Federal Works Agency where it became the Public Roads Administration.

The Weather Bureau, which originated in the Army Signal Corps, February 4, 1870, was transferred to the Department of Agriculture on July 1, 1891, and to the Department of Commerce July 1, 1940.

When the Bureaus of Chemistry and of Soils were merged into the Bureau of Chemistry and Soils in July 1927, the Food, Drug, and Insecticide Administration, later Food and Drug Administration, was created. It was transferred to the Federal Security Agency July 1, 1940.

The Bureau of Soils was created in 1901, work on soils having begun in the Division of Agricultural Soils in the Weather Bureau in 1894. The Bureau of Soils was combined with the Bureau of Chemistry in 1927 to form the Bureau of Chemistry and Soils.

Work on agricultural engineering began in the Office of Experiment Stations about 1898, and transferred to the Office of Public Roads in 1915. The Bureau of Agricultural Engineering was established in 1931 and, in 1938, was combined with part of the former Bureau of Chemistry and Soils to form the Bureau of Agricultural Chemistry and Engineering.

Office of Production

The Office of Production was created in the Department December 10, 1942, during a departmental reorganization in response to Executive Order 9280, December 5, 1942. The following agencies were consolidated into it:

Agricultural Conservation and Adjustment Administration (except Sugar Agency); Farm Credit Administration; Farm Security Administration; that part of the Division of Farm Management and Costs of the Bureau of Agricultural Economics concerned primarily with planning current production; that part of the Office of Agricultural War Relations concerned primarily with food production; and Office of Land Use Coordination. The last agency was transferred by Secretary's Memorandum 1054, Supplement 2, January 22, 1943, which was revoked by Secretary's Memorandum 1087, April 29, 1943, and gave the Office of Land Use Coordination the status of a staff agency of the Secretary's Office.

The Agricultural Conservation and Adjustment Administration was created in response to Executive Order 9069, February 23, 1942, by merging the activities of the Agricultural Adjustment Administration (thereafter Agricultural Adjustment Agency), Soil Conservation Service, Federal Crop Insurance Corporation, and Sugar



Division -- merger announced December 13, 1941. Executive Order 9322, March 26, 1943, as amended by Executive Order 9334, made the Food Production Administration part of WFA.

Administrator's Memorandum 27, Supplement 4, January 21, 1944, changed the name of the Food Production Administration to Office of Production, and made the Agricultural Adjustment Agency, the Farm Security Administration, and the Soil Conservation Service independent agencies under the WFA. The head of the Office was known as the Director of Food Production. The Office consisted of two staff branches and the Federal Crop Insurance Corporation, which last reported administratively to the Director of Production.

The Feed Management Branch formulated plans, policies, and programs in connection with the production of food, meat animals, and livestock products. It also planned and directed the execution of national programs to secure the most effective utilization of grain and other livestock feeds necessary to maintain the proper balance between livestock production and available feed supplies.

The Crop Production Branch took the initiative in the establishment and review of crop-production goals. It represented the Office on Department-wide commodity committees concerned with crop production and prices; reviewed and analyzed existing crop-production programs and recommended desirable modifications; considered the need for new programs or changes in emphasis in existing programs needed to achieve crop-production goals; and evaluated the situation relating to materials and facilities necessary to the achievement of such goals, making pertinent recommendations relating thereto. The Office of Production was abolished January 1, 1945, and its work transferred elsewhere.

#### Office of Distribution

The Food Distribution Administration was created by Executive Order 9280 of December 5, 1942. It was a consolidation of the following: Agricultural Marketing Administration, Sugar Agency of Agricultural Conservation and Adjustment Administration; functions of the Bureau of Animal Industry of the Agricultural Research Administration concerned primarily with regulatory activities; and functions of the Office for Agricultural War Relations concerned primarily with the distribution of food.

On January 14, 1943, the Secretary of Agriculture announced the transfer of personnel and functions from the War Production Board to the then Food Distribution Administration as follows:

Food Division; Fats and Oils Section of the Chemistry Division; Food Processing Machinery Section of the General Industrial Equipment Division concerned with food-processing machinery program; Food Section of the Consumers Goods Division of the Office of Civilian Supply, other than that assigned to Food Production Administration; Machinery Unit of Textile and Clothing Branch of Office of Civilian Supply concerned with food-processing machinery; Fats and Oils Unit of Chemical Section of General Commodities Division of OCS concerned with edible fats and oils; Containers Section of General Commodities Division of OCS concerned with nonfarm food containers; and the Food Section of the Procurement Policy Division.

Pursuant to Executive Order 9310 of March 6, 1943, the functions, power, and duties, with respect to nutrition, of the Office of Defense Health and Welfare Services in the Office for Emergency Management of the Executive Office of the President (including all functions, powers, and duties of the Nutrition Division of the Office of Defense Health and Welfare Services) were transferred to the Food Distribution Administration.

On April 18, 1943, in accordance with the recommendation of the Inter-departmental Transfer Committee, the Beverage and Tobacco Division of the War Production Board was transferred to the Food Distribution Administration.

The Agricultural Marketing Administration, which was incorporated into the Food Distribution Administration, was established as a separate agency within the Department of Agriculture pursuant to Executive Order 9069 of February 23, 1942, by consolidating three separate agencies: Surplus Marketing Administration (including Federal Surplus Commodities Corporation as an agency of the Department), Agricultural Marketing Service (except Division of Agricultural Statistics which was transferred to Bureau of Agricultural Economics), and Commodity Exchange Administration of the Department. The Division of Consumers' Counsel of the Department was transferred to the Agricultural Marketing Administration by Administrative Order, February 28, 1942.

Before their consolidation into the Agricultural Marketing Administration, the Surplus Marketing Administration, Agricultural Marketing Service, and Commodity Exchange Administration were placed under the direction and supervision of an Agricultural Marketing Administrator in accordance with the provisions of Secretary's Memorandum 960, effective December 15, 1941, to provide centralized responsibility for the development and execution of action programs in the field of agricultural marketing. The Administrator, or, in his absence or inability to act, an Assistant Administrator, was to act as personal representative of the Secretary of Agriculture, and under the general supervision of the Secretary was responsible for the activities carried out by the three agencies.

The activities of the former Agricultural Marketing Service were first set up in accordance with the provisions of Secretary's Memorandum 783, of October 6, 1938, effective October 16, 1938, with a designated representative of the Secretary in charge, subject to the general supervision and direction of the Secretary of Agriculture, and combined the following marketing and regulatory work within the Department.

From the Bureau of Agricultural Economics all marketing research, service, and regulatory activities in connection with cotton, dairy products, poultry products, fruits, vegetables, grain, livestock, meats, wool, hay, feed, and seed, warehousing, tobacco, and market news, under the provisions of the Tobacco Inspection Act, Perishable Agricultural Commodities Act, Standard Container Act of 1916, Standard Container Act of 1928, Produce Agency Act, Peanut Stocks and Standards Act, Tobacco Stocks and Standards Act, Cotton Grade and Staple Statistics Act, Cotton Futures Act, Cotton Standards Act, Grain Standards Act, Warehouse Act, Wool Standards Act, Export Apple and Pear Act, all as amended, and the administration of the programs and activities of the Division of Crop and Livestock Estimates; from the Bureau of Animal Industry the responsibility for administering the provisions of the Packers and Stockyards Act, as amended; from



the Bureau of Plant Industry the responsibility for administering the Federal Seed Act; and from the Bureau of Dairy Industry the responsibility for administering the Dairy Exports Act.

In accordance with Secretary's Memorandum 830 of July 7, 1939, pursuant to the provisions of the Agricultural Appropriation Act, approved June 30, 1939, the Agricultural Marketing Service, covering all the above-mentioned activities, was established as a bureau of and within the Department. In accordance with the President's Reorganization Plan IV, the administration of the Insecticide Act of 1910 and the Naval Stores Act was transferred to the Agricultural Marketing Service from the Food and Drug Administration (now in the Federal Security Agency) effective June 30, 1940.

The Commodity Exchange Administration (which became a part of the Agricultural Marketing Administration pursuant to Executive Order 9069 of February 23, 1942) was established by Secretary's Memorandum 700, effective July 1, 1936, superseding the Grain Futures Administration, "to carry into effect the provisions of the Commodity Exchange Act." The Administration was created in the Department under the provisions of the Grain Futures Act of September 1922, to supervise grain futures transactions, check dissemination of misleading information tending to affect the price of grain, and prevent price manipulation and corners.

The President's Reorganization Plan III, which was prepared in accordance with the provisions of Section 4 of the Reorganization Act of 1939, approved April 3, 1939, provided for the consolidation of the Division of Marketing and Marketing Agreements of the Agricultural Adjustment Administration, and the Federal Surplus Commodities Corporation into a single agency to be known as the Surplus Marketing Administration. This consolidation was to facilitate the work of the Department relating to the formulation and administration of marketing agreements and the disposition of agricultural surpluses.

The Division of Marketing and Marketing Agreements was a part of the Agricultural Adjustment Administration which reported directly to the Secretary of Agriculture after October 16, 1938, in accordance with Secretary's Memorandum 783 of October 6, 1938, effective October 16, 1938. The Federal Surplus Commodities Corporation was begun as the Federal Surplus Relief Corporation, organized under powers granted to the President by the National Industrial Recovery Act, approved June 16, 1933. Its charter was granted by the State of Delaware on October 4, 1933, and amended on November 18, 1935, changing the name to Federal Surplus Commodities Corporation and naming the Secretary of Agriculture, Administrator of the Agricultural Adjustment Administration, and Governor of the Farm Credit Administration as its Board of Directors. The Corporation was continued "as an agency of the United States under the direction of the Secretary of Agriculture" by acts of Congress.

Market-expansion programs were authorized by Section 32 of Public Law 320, 74th Congress, approved August 24, 1935, as amended, and by related legislation. Marketing-agreement programs were authorized by the Agricultural Marketing Agreements Act of 1937, to regulate the handling of specified agricultural commodities in interstate and foreign commerce.

In accordance with Secretary's Memorandum 783, of October 6, 1938, a Director of Marketing and Regulatory Work was designated by the Secretary of Agriculture to be responsible for coordinating the work of the Federal Surplus Commodities Corporation, Commodity Exchange Administration, Marketing and Marketing Agreements Division of the Agricultural Adjustment Administration, Sugar Administration, and the work of the personal representative of the Secretary in the performance of the functions assigned to him under Section 1 of Secretary's Memorandum 783 of October 6, 1938.

In accordance with Secretary's Memorandum 849 of January 19, 1940, the personnel and functions of the Office of the Director of Marketing and Regulatory Work were transferred to a personal representative of the Secretary of Agriculture who was designated as Director of Marketing in addition to his other duties. The Director was responsible for the coordination of marketing, distribution, and regulatory work of the agencies and general programs of the Department, inter-departmentally and in relation to State governments and their agencies.

The Division of Consumers' Counsel (Department of Agriculture), created pursuant to Section 2, subsection (3), of the Agricultural Adjustment Act of 1933, approved May 12, 1933, for the purpose of protecting consumer interests, was transferred by order of the Secretary of Agriculture from the Agricultural Adjustment Administration to general supervision and direction of the Director of Marketing. This was in accordance with Secretary's Memorandum 849 of January 19, 1940, effective February 1, 1940. In February 1942, the Division was transferred to Agricultural Marketing Administration.

The Sugar Division of the Agricultural Adjustment Administration administered the Sugar Act of 1937. This law requires the Secretary of Agriculture to determine the needs of consumers in the continental United States and to allocate marketing or import quotas for the various sugar-producing areas, domestic and foreign, to meet these requirements. The Division became the Sugar Agency by Executive Order 9069 of February 23, 1942, under the Agricultural Conservation and Adjustment Administration, and was consolidated into the Food Distribution Administration under the provisions of Executive Order 9280 of December 5, 1942. The Office of Distribution was abolished January 1, 1945, and its work transferred elsewhere.

#### WFA Staff Agencies

The Office of Investigatory Services was established March 23, 1945, by Administrator's Memorandum No. 27, Revision 1, Supplement 4, dated March 21. Its head was the Director of Investigatory Services. Its primary function was to develop information and means to facilitate the prevention of speculation, profiteering, fraud, and violation in all phases of WFA's food programs. This Office also administered the Commodity Exchange Act, as amended. It investigated, reported, and made recommendations with respect to War Food Orders, as well as to purchase, sales, storage, and related programs. It performed other investigative and related services as needed, including cost analyses and regulatory accounting services. The Office exercised power of inspection and made audits and examinations of the books and records of war contractors. It installed accounting systems for and made audits, examinations, and inspections of the books, records, and accounts of other persons or agencies, where authorized or required by contracts, or marketing agreement and order, or similar



programs. The Office was transferred to the Production and Marketing Administration August 20, 1945.

The Office of Price was established January 21, 1944 to have supervision of War Food Administration functions relating to the approval of prices to be fixed for agricultural products or commodities, and to price-support programs concerning particular commodities. Later, in Production and Marketing Administration, it directed and supervised the agency's activities relating to the formulation of price-support programs, including the price aspects of marketing agreements and orders, the formulation of price stabilization programs, and the approval of maximum price regulations. The office was abolished November 16, 1945.

The Office of Requirements and Allocations handled functions related to the allocation of food among claimant agencies, formerly in the Commodity Credit Corporation. It received stated food requirements from various claimants and then allocated available supplies to them in the light of existing wartime conditions. The Director of this Office was chairman of the Food Requirements and Allocations Committee, established by Administrator's Memorandum 30, as revised March 18, 1944, and was the War Food Administrator's deputy on the Combined Food Board, composed of representatives of Canada, the United States, and Great Britain. The Director was also chairman of the Interagency Food Importation Committee, established by Administrator's Memorandum 27, Revision 1, Part IV, December 13, 1944. The office was transferred to the Production and Marketing Administration August 20, 1945.

The Office of Surplus Property and Reconversion, by concurrence of the Secretary of Agriculture, exercised general supervision over and coordination of all Department activities relating to surplus property, reconversion, and contract-settlement activities. These responsibilities arose under Executive Order 9425, establishing the Surplus War Property Administration, dated February 19, 1944; the Surplus Property Act, approved October 3, 1944; the War Mobilization and Reconversion Act, approved October 3, 1944; and the Contract Settlement Act, approved July 1, 1944. The Director became an assistant to the Secretary on the consolidation of WFA and USDA, responsibilities later being assigned to the Assistant Secretary.

The Office of Transportation, under its Director, was responsible for coordinating the transportation work of the various agencies in WFA, for formulating and supervising the execution of general transportation policies, and for directing WFA activities in connection with the movement of food, and of farming and food-processing materials or facilities within and into or out of the country. The Director reviewed and transmitted to the Administrator all statements of policy and procedure requiring his approval or other consideration in this field. This office became part of the Production and Marketing Administration August 20, 1945.

The Office of Water Utilization, under its Director, supervised and coordinated the functions and responsibilities of WFA agencies with respect to all phases of water development, use, and disposal. He served in liaison capacity between WFA and other governmental agencies concerned with water utilization. The functions and responsibilities of WFA with respect to all phases of water development, use, and disposal involving critical materials, equipment, and facilities under priority or allocation control were carried out

by the Director of Materials and Facilities under the general supervision of the Director of Water Utilization. Assignments of other WFA agencies involving water development, use, and disposal, remained their responsibility, under the general supervision of the Director of Water Utilization. This work was transferred to the office of the Assistant Secretary August 21, 1945.

The Office of Home Food Supply coordinated the activities of the various agencies affecting the supply of foodstuffs produced at home or conserved from Victory Gardens and seasonal surpluses. The Director thereof maintained liaison with other agencies to obtain facilities and promote participation in this campaign on the part of both urban and rural people. He worked with and through agencies functioning in the food production and conservation fields and carrying on the Victory Garden and home canning campaigns. This office became part of the Production and Marketing Administration August 20, 1945.

The National War Board, composed of heads of major agencies of the Department and WFA, directed the functions and activities of the State and County War Boards. Administrator's Memorandum 27, Revision 1, December 13, 1944, stated that the Board, under the direction of its chairman, would continue to be responsible for functions and activities previously assigned to it.

#### Agricultural Adjustment Agency

The Agricultural Adjustment Agency was created as the Agricultural Adjustment Administration pursuant to the provisions of the Agricultural Adjustment Act, approved May 12, 1933. The act was designed to balance production and consumption of farm commodities, together with marketing conditions, in order to give such products the purchasing power they had in specified earlier base periods (for most commodities, 1909-14).

The principal features of the original agricultural adjustment programs were: (1) Adjustment contracts with growers of crops named as basic in the act and (2) marketing agreements with and licenses to processors, associations of producers, etc. Excise taxes levied on the processing of basic commodities provided funds from which benefit payments were made to farmers.

When the Supreme Court in the Hoosac Mills decision, January 6, 1936, invalidated the processing tax and the production-control provision of agricultural adjustment programs, Congress enacted the Soil Conservation and Domestic Allotment Act, February 29, 1936, by continuing and extending the Soil Erosion Act of 1935, sections 7 to 14 of which provide authorization for the agricultural conservation program carried out by the AAA. Emphasis of the farm program then shifted from temporary adjustment programs to soil conservation and improved farm-management practices. At that time, operations sections of the AAA, which had been organized according to commodities, were geographically realigned by regional divisions: Northeast, East Central, Southern, North Central, Western, and Insular (later under the Chief's Office).

The Agricultural Adjustment Act, approved February 16, 1938, strengthened and continued the soil conservation programs, and set up marketing and storage provisions for controlling surpluses. The Price Adjustment Act of June 21, 1938, provided for parity payments to producers of wheat, cotton, corn, tobacco, and



rice, to more nearly balance actual returns from basic crops with parity prices. Parity price means a price for the farmer's product which will give it an exchange value, for things the farmer needs to buy, equivalent to that in a specified base period -- usually the 5 prewar years 1909-14.

By Secretary's Memorandum 782 of October 6, 1938, which effected a Department-wide realignment of duties and offices, the following divisions and activities were transferred from the AAA to:

Bureau of Agricultural Economics, Program Planning Division and the general planning for marketing programs; Director of Marketing and Regulatory Work, marketing and marketing agreements work, administration of section 32 of Public Law 320, 74th Congress, August 24, 1935, which appropriated permanently an amount equal to 30 percent of the annual customs receipts to be used in the disposal of surpluses and to finance crop adjustment, and related legislation, and administration of the Sugar Act of September 1, 1937, which authorizes quotas for importation and shipments of sugar.

By Secretary's Memorandum 988, February 13, 1942, the Consumers' Counsel Division was transferred from the AAA to the Agricultural Marketing Administration.

The first wartime reorganization of the Department, announced in December 1941, and effected by Executive Order 9069, February 23, 1942, combined the Agricultural Adjustment Administration with three other agencies, forming the Agricultural Conservation and Adjustment Administration. On the following February 26, the Administration was designated the Agricultural Adjustment Agency by memorandum from the Administrator of the Agricultural Conservation and Adjustment Administration to the chiefs of the constituent bureaus and offices. By Executive Order 9280, December 5, 1942, the Agency, as part of the Agricultural Conservation and Adjustment Administration, was combined in the Food Production Administration, which, in turn, became part of the War Food Administration, Executive Orders 9322, March 26, 1943, and 9334, April 19, 1943. It became an independent agency under the Administrator on January 21, 1944.

As directed by the Agricultural Adjustment Act of 1938, field administration of the agricultural adjustment programs was in the hands of county and community committees elected by farmers, who by their cooperation became members of county associations, and by State committees appointed by the Secretary of Agriculture. This principle of farmer administration has been recognized since 1933, when the basic unit in the farmer organization was known as the Commodity Production Control Association.

Since 1936, it has been called the County Agricultural Conservation Association. Besides agricultural adjustment programs, the AAA's county and community committees also were in charge of the local administration of programs for other agencies such as commodity loans (Commodity Credit Corporation), certain purchase programs (Office of Supply), crop insurance (Federal Crop Insurance Corporation), the sugar conditional payment program under the Sugar Act of 1937, and so on.

In recent years, there have been two distinct parts to the agricultural conservation programs. Under the crop-adjustment phase, acreage allotments, based on predicated needs for domestic, export, and reserve use, have been set for basic

crops -- corn, cotton, peanuts, rice, tobacco, and wheat. The extent of the farmer's cooperation with these allotments has determined the amount of his "adjustment" payment. Under the conservation phase, the farmer has received payments for the accomplishment of specific soil-conserving or soil-building practices on his farm.

The marketing quota provisions of the AAA program, upon approval by at least two-thirds of the growers voting in referendum, have at various times been applied to cotton, tobacco, and wheat, in order to encourage the orderly marketing of an extra-large crop. When marketing quotas are in effect, farmers who market more than their farm's quota (or share of the available market) pay a penalty on the excess marketings.

When war came, AAA committeemen undertook the job of helping farmers plan their individual operations in line with wartime production goals for crops and livestock. The committeemen also assisted farmers in solving new wartime problems through special programs to ration new farm machinery and equipment; distributed limited supplies of feed, fertilizer, and other materials; and obtained priorities for farm construction materials and for gasoline, tires, and tractor fuel. Responsibility for carrying out these tasks was assigned to AAA committees by War Food Administrator's Memorandum 31, November 26, 1943. Late in 1944 rationing of farm machinery was discontinued. Chairmen of AAA committees served as chairmen of USDA War Boards set up to coordinate the activities of Federal agricultural agencies.

Under the 1943 program, payments were also conditioned on the attainment of goals for special "war" crops such as soybeans, flaxseed, and peanuts. In early spring of 1943, crop acreage allotments were discontinued, as a means of encouraging increased wartime production.

The Agricultural Appropriation Act for 1944 provided that payments for practices carried out under the 1944 program could be made only in connection with soil- and water-conservation practices to increase and maintain productivity of the land. In some areas, the entire program consisted of furnishing materials and services, formerly a part of the conservation phase of the program. In other areas, payments also were made to farmers for carrying out other practices, such as strip-cropping, approved summer fallow, and range improvement in the Great Plains.

The appropriation act made no provision for so-called "parity" payments for 1943 and 1944 crops, since prices for most farm products were at parity.

Normally, marketing quotas are proclaimed and used only in years when the actual supply is in excess of the reserve supply level specified by law. However, Congress provided for extension of marketing quotas to the 1944, 1945, and 1946 flue-cured and burley crops without regard to the supply level. This was done to encourage greater production of food crops.

On December 13, 1944, realignment of certain responsibilities of WFA (by War Food Administrator's Memorandum 27, Revision 1) assigned to AAA the functions dealing with feed management and crop production formerly belonging to the Office of Production, which was abolished. New duties of the Agency included the



establishment and review of national crop-production goals; formulation of production programs for feed, meat animals, and livestock products; and planning and direction of effective utilization of grain and other feeds.

This work became part of the Production and Marketing Administration August 20, 1945.

#### Office of Labor

An Office of Labor was established June 21, 1943. Its head was the Director of Labor of WFA. The two major functions of this agency were to administer the foreign and interstate phases of the farm labor supply program and to exercise the Administrator's authority in the field of farm wage and salary stabilization. These responsibilities of the Administrator, which he assigned to the Office of Labor, derived from Executive Order 9334 of April 19, 1943, from legislation and from the regulations of the Director of Economic Stabilization of August 28, 1943, as amended, relative to wages and salaries.

Field operations of OL in the farm labor supply program were divided among five divisions. The division offices were located at Philadelphia, Pa.; Atlanta, Ga.; Chicago, Ill.; Portland, Ore.; and Berkeley, Calif. In addition, 13 State WFA Wage Boards were organized under OL jurisdiction up to December 31, 1944, primarily to hold public hearings and assist in the establishment of specific agricultural wage ceilings and to administer the specific ceilings after they had been established. Another OL function was to investigate and present to appropriate Government agencies the labor problems of the food processing and distributing industries. This office was transferred to the Production and Marketing Administration August 20, 1945.

#### Office of Marketing Services

The Office of Marketing Services was established as an agency of WFA January 1, 1945, concurrent with the abolishment of the Office of Distribution. As a result of this reorganization, the OMS became responsible for developing and executing action programs in the field of agricultural marketing. It also administered 25 regulatory acts governing trading and market operations and marketing-agreement programs, as well as programs aimed at improving the nutrition and well-being of civilians.

An important part of the operating work was assigned to nine commodity branches: Cotton and Fiber, Dairy and Poultry, Fats and Oils, Fruit and Vegetables, Grain Products, Livestock and Meats, Special Commodities, Sugar, and Tobacco. For the commodities under their jurisdiction, these branches initiated and administered certain food orders; developed and promulgated standards; conducted inspection, grading, and classification; administered regulatory acts; conducted marketing studies and research; collected and disseminated marketing statistics and market news; and provided the inspection and grading services required in procurement programs.

The Marketing Facilities Branch administered the U. S. Warehouse Act, the 28-Hour Law, and section 201 of the Agricultural Adjustment Act of 1938; developed programs for improving food transportation, storage, and marketing facilities;

planned and formulated food marketing goals; administered food orders as assigned; developed proposed programs for dealing with shortages of storage and transportation facilities; and carried on work designed to bring postwar improvements in marketing.

The Industry Operations Branch served as a central OMS contact point for food industries; and established and serviced national food industry advisory committees.

The Civilian Food Requirements Branch estimated civilian food needs from the standpoint of the adequacy of civilian food supplies, both as to amounts and nutritional requirements, collaborated with OPA in the formulation of food rationing policies, and reviewed rationing recommendations.

The Nutrition Programs Branch planned and developed Nation-wide programs for the improvement of nutritional standards and food habits; cooperated with national, State, and local officials in developing nutritional studies and educational programs; and directed the activities of executive secretaries in various States.

The regulatory laws for which OMS was responsible were the Meat Inspection Act, Perishable Agricultural Commodities Act, Produce Agency Act, Agricultural Marketing Agreement Act of 1937, U. S. Warehouse Act, U. S. Grain Standards Act, U. S. Cotton Futures Act, U. S. Cotton Standards Act, Cotton Grade and Staple Statistics Act, Tobacco Inspection Act, Tobacco Stocks and Standards Act, Tobacco Seed and Plant Exportation Act, Export Apple and Pear Act, Standard Container Act of 1916, Standard Container Act of 1928, Wool Standards Act, Packers and Stockyards Act, Federal Seed Act, Dairy Exports Act, Insecticide Act of 1910, Naval Stores Act, Sugar Act of 1937, the Twenty-eight Hour Law, and section 201 of the Agricultural Adjustment Act of 1938 as amended.

Administrator's Memorandum 27, Revision 1, December 13, 1944, abolished the Office of Distribution and created an Office of Supply and an Office of Marketing Services to carry on the work. Administrator's Memorandum 27, Revision 1, Amendment 1, January 5, 1945, consolidated OS and that part of OMS concerned primarily with school lunch and direct distribution programs, with the Commodity Credit Corporation, as of January 1, 1945. The Office of Distribution is the name given to the Food Distribution Administration on January 21, 1944, by Administrator's Memorandum No. 27, Supplement 4. This work went into the Production and Marketing Administration August 20, 1945.

#### Office of Materials and Facilities

Created by War Food Administrator's Memorandum 4 on May 10, 1943, the Office of Materials and Facilities had responsibility for programs relating to supplies, machinery, materials, and facilities used in producing and processing food. The Director of the Office was the representative of WFA on the Requirements Committee of WPB and presented WFA claims for controlled materials. This involved the preparation of programs in collaboration with other agencies of WFA, for submission to WPB, on farm machinery and supplies, chemicals and fertilizers, food processing machinery and facilities, and container materials.



In addition, OMF reviewed applications and made recommendations to WPB for priority assistance in obtaining various kinds of material and equipment required by farmers, other individuals, and firms for effectuation of the war food program. This responsibility in some instances was delegated to County Agricultural Conservation Committees and State Committees of the Agricultural Adjustment Agency. OMF also reviewed applications from enterprises in the food field for "necessity certificates," which granted tax-amortization privileges.

Under War Food Order 14, OMF had authority to ration and otherwise control the distribution of equipment used in farm production. Exercise of this authority was suspended in the latter part of 1944 by revoking supplementary orders under WFO 14. Under WFO 104, OMF exercised control over the distribution of milk cans. On July 1, 1944, revocation of WFO 12 eliminated restrictions on the acquisition and use of all nitrogenous fertilizer materials other than edible oilseed meals, for which controls were provided under a new order, WFO 105. Through WFO 5, OMF exercised jurisdiction over the delivery and use of fertilizer. The pyrethrum and rotenone orders, WFO 46 and WFO 49, respectively, were revoked on November 29, 1944.

The Office on March 2, 1944 was directed by General Departmental Circular No. 31 to formulate and administer a program for the effective utilization of surplus materials, equipment, and facilities released by the armed services, Government corporations, and other public agencies.

War Food Administrator's Memorandum 45, dated June 21, 1944, directed the Agricultural Adjustment Agency to assist OMF in the surplus property work by supplying information on the location of areas where shortages of farm equipment existed, helping farmers learn how to obtain available surplus property, helping make property distribution arrangements, and assisting with other administrative functions connected with the agricultural use of surplus property.

The OMF administrative units were the Chemicals and Fertilizers Branch, Farm Machinery and Supplies Branch, Material Programs Branch, Packaging and Containers Branch, Priorities and Allocations Branch, and Transportation and Storage Branch. This Office became part of the Production and Marketing Administration August 20, 1945.

#### Office of Land Use Coordination

The Office of Land Use Coordination was established to assist the Secretary in handling various administrative problems involved in coordinating the Department's land-use, water-use, and credit policies and programs, within the Department and inter-departmentally and in relation to the States. The Office also handled special tasks in the field of administrative coordination and policy recommendation. It represented the Department on various interdepartmental and other committees, and served as a focal point to which agencies in the land-use, water-use, and credit fields, both inside and outside the Department, could bring their problems of coordination.

The Office was established as a staff unit in the Office of the Secretary, pursuant to Secretary's Memorandum 725, July 12, 1937. Some modifications were made in its status by Secretary's Memorandum 814, April 6, 1939. The Office's functions with respect to credit were added in 1941.

When the national wartime food program was placed in the hands of the Department by Executive Order, December 5, 1942, considerable administrative reorganization was involved. Pursuant to Secretary's Memorandum 1054, Supplement 2, January 22, 1943, the functions, personnel, and property of the Office, other than those concerned primarily with administrative management, were transferred to the Food Production Administration. Secretary's Memorandum 1087, April 29, 1943, revoked this and returned the Office to its former status as a staff unit of the Office of the Secretary.

The functions of the Office of Land Use Coordination were transferred to the Office of the Secretary in accordance with General Departmental Circular 21, January 1, 1944. The transfer included personnel, property, and records. The Land Use Coordinator continued to serve both the Secretary and the War Food Administrator on matters with respect to which it was desirable that land use policies and programs of the Department be properly related to one another, and to the work of other Federal or State agencies.

The Director of Water Utilization, appointed by the War Food Administrator's Memorandum No. 27, Supplement 11, worked closely with the Land Use Coordinator in carrying out his responsibilities in the water field that involved over-all departmental, or interdepartmental, policies and programs. Both lines of activity became part of the Office of the Assistant Secretary, August 21, 1945.



